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ABSTRACT

A product of the Project on Vocational Education Models for Linking Agencies Serving the Handicapped, this handbook is designed to assist state and local level personnel to develop effective linking strategies that will help meet the needs of handicapped students. It consists of 11 chapters. Following an introductory explanation of the purpose and uses of the handbook and related publications, guidelines are presented for establishing and maintaining a local linkage committee. Development of local agreements is covered. Also examined are the roles of the Individualized Education Program (IEP) and the Individualized Written Rehabilitation Program (IWRP) in linkage agreements. In the next three chapters the following local level concerns are addressed: cost considerations in establishing and maintaining interagency linkages, inservice training to implement and sustain interagency linkages, and evaluation of interagency linkages. Guidelines are set forth for implementing interagency agreements. Comprising the final three chapters are discussions of three interagency linkage models in Maryland, New Jersey, and Virginia. (A related status report of interagency linkages at the state level and a description of federal agencies and organizations are available separately--see note.) (MN)

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Handbook on
Developing Effective Linking Strategies

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Vocational Education Models for Linking
Agencies Serving the Handicapped

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CHAPTER 1

Introduction

Lloyd W. Tindall

Vocational education teachers and others are under pressure to improve vocational education and employment for handicapped people. This can be accomplished through new and improved vocational education programs, enrolling more handicapped students in these programs and helping more handicapped students achieve gainful employment. Special education teachers, guidance and rehabilitation counselors, advocacy groups, parents and handicapped people are encouraging the achievement of this goal.

A disproportionately low number of handicapped people are involved in vocational education programs. Even fewer are found in workstudy and apprenticeship programs. Obtaining employment continues to be a problem and the average wage of those handicapped persons who are employed is considerably lower than their nonhandicapped counterparts. Many handicapped youth are leaving the educational system without appropriate skills to compete in the world of work. Monetary and other resources necessary to accomplish the goal are decreasing.

One means to help resolve the problem is the development and implementation of interagency linkage agreements. During the past few years many agencies have found that a cooperative effort is a successful means of conserving and sharing resources, bridging gaps and achieving goals.

Legislation in recent years has mandated that handicapped people be provided with an opportunity to acquire vocational education. The same legislation does not mandate interagency linkages. There are however, implications which relate to cooperate and coordination in carrying out the laws. Public Law 94-482, Vocational Amendments of 1976 states that the safeguards and assurances from Public Law 94-142, Education of All Handicapped Children, apply. Public Law 94-142 was meant to provide a free appropriate public education to handicapped persons. The law did mandate an individualized education program for handicapped children. It did state that special education means vocational education when vocational education is part of the special education plan. Public Law 93-112, Section 504 of the Vocational Rehabilitation Act of 1973 stated that the procedural safeguards and assurances of P.L. 94-142 must coincide.

Although interagency linkages are not specifically mandated by Federal Laws, it is apparent that collaboration among agencies would be an appropriate means of achieving the goal of meeting the vocational and employment needs of handicapped students.

LEADERSHIP AT THE FEDERAL LEVEL

In 1978 agencies at the Federal level began to respond with collaborative action. This action usually came in the form of a joint memorandum, position statements and finally a statement of activities to implement the position. A position statement was developed in 1978 by the Bureau of Occupational and Adult Education and the Bureau of Education for the Handicapped (USOE Memorandum, 1978). The action memorandum proposed a U.S. Office of Education position paper as a basis for joint planning for appropriate Comprehensive Vocational Education for Handicapped Students. The position was that:

> An appropriate Comprehensive Vocational Education will be available and accessible to every handicapped person.

One of the assumptions of this position paper was:

> Appropriate comprehensive vocational education for the handicapped must included cooperative relationships between the educational sector and the employment sector to facilitate the transition from school to work.

To implement the position on an appropriate comprehensive vocational education, the U.S. Office of Education identified activities which were to be accomplished at the Federal level. The specific interagency activities to be carried out were as follows:

> Develop the primary interagency and intradepartmental agreements needed in the appropriate comprehensive vocational education effort at the national level and encourage development of similar agreements at State and local levels.

Shortly after the Bureau of Education for the Handicapped and the Bureau of Occupational and Adult Education position statement was issued another memorandum was developed jointly by the Commissioner of Education and the Commissioner of Rehabilitation Services (USOE Memorandum, 1978).

This memorandum was sent to the Chief State School Officers, State Directors of Vocational Rehabilitation and State Directors of Vocational Education. The subject of the memorandum was:

> Development of Formal Cooperative Agreements between Special Education, Vocational Rehabilitation, and Vocational Education Programs to Maximize Services to Handicapped Individuals.

This extensive memorandum: 1) laid out minimum services to be included in agreements by State Education and Rehabilitation agencies; 2) encouraged collaborative IEP's and IWRP's at the earliest time appropriate to each eligible individual; 3) addressed cooperative funding, and 4) encouraged the sharing of personal information between agencies. The memorandum was signed by the Commissioner's of Education and the Rehabilitation Services Administration and the Directors of the Bureau of Education for the Handicapped and Bureau of Occupational and Adult Education.

A direct result of the Federal interagency activity was the funding of a series of research and development activities to encourage and implement interagency linkages at the State and local levels. Major projects were funded by the Bureau of Occupational and Adult Education, Bureau For Education of the Handicapped and the Rehabilitation Services Administration. National workshops involving State leaders in vocational and special education, rehabilitation and others were held in carrying out the activities of the research and development projects. A further result of the Federal initiative was the development of Interagency Linkage Agreements at the State level.

PURPOSE OF THIS HANDBOOK

The purpose of this handbook is to assist State and local level personnel to develop effective linking strategies which will help meet the vocational education needs of handicapped students. Interagency linkage is a means to help reach the ultimate goal without duplication of services and with an effective coordinated effort. The major issues of how to develop, implement and evaluate interagency linkages are discussed.

Readers will find examples and instructional materials for use at the State and local levels, with special emphasis placed on local agreements. The objective of the handbook is to prepare vocational educators and others to develop and implement linkage agreements which will contribute to the improvement of vocational education for handicapped students.

CHAPTER CONTENTS

The handbook is designed to help vocational educators, special educators, rehabilitation and guidance counselors, employers, parents and others to utilize interagency agreements to meet the vocational education needs of handicapped students. Chapters Two through Eight cover the establishment and development of agreements, the role of the IEP and IWRP, cost considerations, inservice training and program evaluation and implementation.

Chapters Nine, Ten and Eleven detail the efforts of the States of Maryland, New Jersey and Virginia as they developed and implemented State and local level interagency agreements. These three States served as Model States to the Vocational Studies Center's interagency linkage project.

USES OF THE HANDBOOK

The handbook can be used as a source of information for persons charged with or interested in the development and implementation of interagency linkages at the State and local levels. Some possible uses follow:

1. State Level Agencies
    - to assist vocational education, special education, rehabilitation and guidance personnel and others in providing leadership in the development and implementation of interagency agreements at the State level
    - to assist State agencies in implementing agreements at the local level

- to assist State agencies in developing inservice meeting on interagency agreement for local level personnel
- to assist in the understanding of how to utilize available resources
- to assist in the monitoring and evaluation of interagency linkages

2. Local Level Agencies

- to assist vocational education, special education, rehabilitation and guidance personnel, and other local agency personnel in the development and implementation of interagency agreements
- to assist local agencies in developing appropriate inservice education on interagency agreements for local staff
- to assist in the development of research related to interagency agreements at the local level
- to assist in the local level agencies in the identification and utilization of local and State resources to assist in interagency linkage activities
- to assist local agencies in the implementation and continuance of interagency agreements

3. Handicapped People

- to assist handicapped people in understanding and utilizing interagency linkages to obtain the appropriate vocational education skills.

OTHER PUBLICATIONS

Other publications produced by project staff members which relate to the status of interagency linkages at the State and Federal levels are:

1. Vocational Education Models for Linking Agencies Serving the Handicapped: Interagency Linkages at the Federal Level, Descriptions of Agencies and Organizations

2. Vocational Education Models for Linking Agencies Serving the Handicapped: Status Report of Inter-Agency Linkages at the State Level.

REFERENCES

Commissioner of Bureau of Organization and Adult Education and Commissioner for Education of the Handicapped. Memorandum: USOE position statement on appropriate comprehensive vocational education for all handicapped persons. Washington, D.C.: Department of Health, Education and Welfare, June, 1978.

Commissioner of Education and Commissioner of Rehabilitation Services. Memorandum: Development of formal cooperative agreements between special education, vocational rehabilitation, and vocational education programs to maximize services to handicapped individuals. Washington, D.C.: Department of Health, Education and Welfare, 1978.

CHAPTER 2

Establishing and Maintaining a Local Linkage Committee

Carol B. Crowley, Elizabeth Evans Getzel

INTRODUCTION

The term "linkages" is frequently used today to describe many different types of collaborative efforts. Unfortunately, this can be very confusing. Because of the variety of ways linkages can be construed, it is vital to keep one's goal clearly in focus. The goal of any linkage effort is to improve services for a specific group of individuals. There are many means to this end. For example, improved communication among individuals from various agencies may be the means used in one linkage effort. Implementing a signed formal written agreement between agencies may be used in another. In each situation, however, the goal of improving services remains the same.

The initial step in the linkage process, and one necessary for creating direction, is to define the group of persons for whom services are to be improved. In this handbook the identified group is handicapped persons needing vocational education and related services. The information in the following chapters will emphasize the means for achieving this goal, but it is realized that each community will have unique needs and will develop unique strategies.

IDENTIFYING THE CATALYST

Linkages usually begin with some individual person's perception of a need. Sometimes a problem will become evident as a professional works to obtain other agencies' services for a particular student or client. Meetings with community or consumer groups may raise issues about needed vocational services in the local area. The perceived need for a cooperative effort may even be in response to a mandate. Whatever the source which identifies a need, linkages cannot be effectively established without a dedicated individual or agency to serve as a catalyst.

The person who thinks perhaps there is a need for improved linkages to solve a particular problem would probably begin by working through informal channels. Calling a few friends and colleagues to learn their views on the perceived problem might be a good way to start. If these discussions show that others agree there is a problem and no one knows of any efforts to solve it, it might be helpful to bring up the subject in an ongoing group. The issue could be discussed at meetings of any relevant local organization: school-parent groups; associations for handicapped persons; professional teaching, counseling, or rehabilitation groups; or others. If there seems to be general agreement that a problem exists and that some kind of concerted effort is needed to solve the problem, it may be necessary to think about organizing a formal linkage committee.

A viable cooperative effort needs to have a sponsor willing to assume the responsibility of initiating and leading the linkage process. If the individual catalyst is an agency head, he or she may be able to commit the agency to accept that responsibility. In a situation where the individual has the authority, however, he or she may not be able to devote the time to personally organize and lead a linkage committee.

In other cases, the person who is most interested in pursuing cooperative agreements may not have the authority to commit his or her agency's name or resources to the project. If the person who first initiates the linkage effort does not have the authority to commit his or her agency to the process, he or she will have to work up through the chain of command to gain this support. This individual also must be able to commit considerable time to leading the committee.

In summary, the selection of the individual who will lead the collaborative effort must be made with care. He or she must be able to devote the time necessary for effective leadership and be able to commit certain agency resources to the process. Another critical element in the successful initiation of a committee is the enthusiasm of the person selected to organize it. The group whose leader does not combine authority, commitment and enthusiasm will have difficulty surviving.

SELECTING THE CORE GROUP

One of the first functions of the leader is to form a core group. Its members can be solicited through mandates, established committees or informal contacts. This group will review the concerns raised about local vocational education services for handicapped persons. It will also aid in planning and preparing for a more formal linkage committee. Major steps toward the implementation of the formal committee will be undertaken with the aid of the core group. These steps are discussed in greater detail in the remainder of this chapter.

Mandated Membership

In instances where participation in linkage activities is mandated by state or federal regulations, the core group should reflect the mandate while remaining small enough to work together effectively. This could be achieved by inviting only representatives of major local groups to work with the core group, and/or by inviting the participation of individuals who represent umbrella agencies.

When committee membership is mandated, the leader needs to be aware of and sensitive to particular issues which may be relevant in dealing with both the core group and the formal linkage committee. Frequently local level personnel may feel that individuals on the state level really don't know their community's unique needs. There may be a sense of "local pride", in that local administrators may believe that they know what their community needs, far better than anyone outside of the area could. A similar feeling is the fear of outsiders. Feelings may be expressed that state personnel will come into a community, make several changes, and then leave.

Local personnel may feel that state agencies dictate what needs to be done in their community without allowing their input during the decision-making part of the process. Local level administrators may be given opportunities to give input regarding their agencies' needs; however, when the final decision is made, local persons may feel they are being told what to do.

The leader can alleviate some of the problems caused by group members' feelings of being managed by the state through:

1. maintaining a clear focus on the goal, which is to improve local vocational education services to handicapped persons
2. using feelings of local pride to encourage members to build a model program, rather than resenting state input
3. reminding members that mandates are general guidelines and that they will determine the most effective means of local implementation.

Another potential hazard to the smooth functioning of a mandated group's efforts is local rivalry. It is possible that set views or opinions about other agencies may inhibit working relationships on the committee. This may be unavoidable in cases where committee membership is predetermined. Such problems will usually diminish as a result of the group's gaining successful and positive experiences in working together. In creating such experiences the group leader will find it useful to employ techniques to enhance communication and problem resolution. These techniques will be discussed later in this chapter.

Established Committees

Frequently a fruitful means of initiating a linkage group is to build on the efforts of an established committee. This is most helpful when the following three factors are present together:

1. the group is not currently involved in major project planning or implementation
2. the leader has been or is a participant
3. the group's goals and membership are compatible with those of the proposed linkage committee.

Figure One on page 13, "Comparative Advantages and Disadvantages of Organizing a Linkage Group Based on a Previously Established Committee", delineates the advantages and disadvantages of each of these factors. The authors realize that the statements included on the chart are not equally appropriate in every instance. The chart is intended to aid the leader in analyzing his or her local situation to determine whether or not building on a previously established committee is likely to be an effective strategy.

Figure One

Comparative Advantages and Disadadvantages of Organizing a Linkage Group Based on a Previously Established Committee

GROUP FACTORS	ADVANTAGES	DISADVANTAGES
1. Currently Inactive	- Difficulties related to asserting a leadership role in an active group can be avoided. - Prestige related to the group's earlier accomplishments may be carried over to the linkage group. - Chances of time commitment conflicts of group members may be reduced.	- Members may no longer be available in the community. - Members may no longer be interested in committee work. - The scope of past membership may be too limited to meet present needs.
and		
2. Leader as Participant	- The leader may be more familiar with the group's goals and activities. - The leader may be more familiar with the people involved. - The leader may be more familiar with the group's procedures.	- Group members may not accept this individual in a leadership role. - The leader's past relationships within the group may have been unproductive. - The leader did not actively participate in earlier group efforts.
and		
3. Compatible Goals and Membership	- Effective working relationships may have already been developed. - A pool of personnel experienced in local organization techniques may be available. - Members may be familiar with issues related to vocational education for handicapped persons in the community.	- Past difficulties and frustration could cause individuals to predict failure for the new group. - Group members may have difficulty in maintaining a clear focus on the differences between previous and present goals. - Group members may feel that no further work needs to be done.

Informal Contacts

Of the three sources of core group membership, informal contacts allow the leader the greatest degree of personal discretion. An informal group could consist of persons who expressed interest when contacted originally concerning the perceived need for linkages. Other colleagues in fields related to vocational education of handicapped persons could also be invited.

The leader should consider limiting the core group to four to six members. This allows for greater ease in contacting members and less difficulty in scheduling meetings. Consensus can also be reached more quickly in a group of this size.

In this situation the leader has increased flexibility regarding the composition of the group. He or she needs to be sensitive to the various sectors of the community which may appropriately be involved in the collaboration. Ferrini, et. al., (1980) identify the following four major sectors:

1. public schools, including regional districts or area vocational schools
2. handicapped service organizations, such as parent and consumer groups or sheltered workshops
3. government agencies, for example vocational rehabilitation or local employment security personnel
4. business firms and associations, such as one or two of the area's largest employers or the Chamber of Commerce. (p. 10)

Developing a core group from informal contacts allows the leader to select participants who will be strong contributors to the proposed committee. These individuals should either have authority within their own agencies or have complete support of the agencies' supervisors. In addition, they should be willing to commit the time needed to participate in both the core group and the proposed linkage committee. It would also be helpful if the committee members were highly regarded in the community and especially knowledgeable of the local services available to handicapped persons.

ORGANIZING THE LINKAGE COMMITTEE

Once members of the core group have agreed to participate, one or more exploratory meetings should be held. The purpose of the exploratory meeting is to discuss plans to establish a formal linkage committee. The reasons for concern about linkages should be thoroughly detailed and discussed. Tasks to be accomplished by the core group include selecting a formal charter or sponsoring agency; defining the population for whom vocational education services will be improved; identifying additional agencies to be included on the committee; and aiding in the process of inviting linkage committee participants. Each of these tasks will be discussed in greater detail below.

Selecting a Sponsoring Agency

The linkage committee will be most effective if it operates under the aegis of another organization within the community. For example, it might be funded as a special United Way project or the group could be appointed as a task force by the school board. Members of the core group should carefully select the organization with which it wishes to affiliate itself. Its image in the community as well as the ease with which it can recruit participants will be affected by this decision. In situations where there is no flexibility in the choice of a sponsoring agency, the relation of the linkage committee to that agency may be important. Familiarity with local systems will aid the core group in making the best possible choice.

The sponsoring agency may be able to provide the core group and the linkage committee with some or all of the following:

1. released time or compensatory time for its employees who are participating
2. funding for refreshments or meals for participants
3. space for meetings
4. use of telephones to arrange meetings
5. secretarial services
6. postage or mailing services

7. duplication and printing services
8. graphic arts, public relations, or other specialized services
9. miscellaneous supplies and materials.

More intangible benefits from associating with a larger organization can also accrue. Affiliation with the sponsoring agency may lend prestige and status to the linkage committee's work.

The core group may need to be aware of potential difficulties which could result from their selection of a sponsoring agency. The linkage committee's goals may be identified too closely with those of the sponsor, which could tend to limit the interest of persons from other segments of the community. If the linkage effort does not have the complete support of the sponsor, the committee may lack credibility within the community. In addition, representatives of other agencies should view the sponsoring agency as having a number of resources available. Otherwise, potential linkage committee members may feel association with the sponsor would be a burden.

Identifying Service Populations

In order to select agencies which should be represented on a linkage committee or group, it may be necessary first to define the service delivery populations of interest. That is, the "who" of targeted populations defines the "who" of committee membership. The handicapped population which is or will be affected by the linkage group's activities could be selected by a number of factors, including:

1. Age: school-age persons? work-age persons? any age persons? some combination?
2. Handicapping conditions: some specific types, as learning disabled or hearing impaired? A certain level of severity, such as the mildly handicapped or the severely handicapped?
3. Economic group: only the poor? only those who are able to pay?
4. Geographic location: only those in the local city, county, region, or state?
5. Service history: only those currently enrolled in public school? those who have stopped or dropped out? graduates? those with postsecondary

experiences? only vocational rehabilitation clients? CETA clients?

6. Work history: only those without vocational training? those with regular vocational training? in special vocational programs? with on-the-job training? only those who have been competitively employed? or those who have not?
7. Other factors: those who need transportation? housing? employability skills? placement assistance? adaptive tools, equipment or machinery?

Identifying Additional Linkage Committee Participants

Identifying all the agencies or programs serving or concerned with the target population increases in difficulty proportionally with population density. In a small town there may be no question of which persons to include on a linkage committee. In a large, crowded urban area, possibly no one person is familiar with all the relevant agencies, programs or organizations. In the latter situation, especially, taking steps to be certain that all interested groups are represented is crucial to the initiation of the linkage process. The following checklist of activities can help individuals in large urban areas conduct a thorough search for relevant programs and services:

1. review state program/service directories
2. review state-level cooperative agreements
3. review relevant state statutes
4. contact the Governor's Committee on Employment of the Handicapped for information
5. review regional, county, or local human services directories
6. survey vocational education and special education
7. survey local vocational rehabilitation personnel
8. review the United Way's list of supported organizations, and survey relevant administrators
9. survey personnel from the agency or agencies offering local mental health services
10. interview local hospital administrators
11. survey leaders of local chapters of advocacy groups
12. survey private non-profit agencies, workshops, or other facilities

13. interview local newspaper editors
14. survey leaders from state professional associations.

Preparing Invitations to Participants

As members of the core group suggest additional participants for the linkage committee, the ability to commit adequate time and the authority to make decisions for one's agency are again significant considerations. These factors are described more fully in relation to the process of selecting core group members. Readers can refer to pages 11 through 14 to review this process.

It is valuable for the linkage committee to represent, as much as possible, all sectors of the community. Such a balanced committee would have representatives from various ethnic and minority groups, as well as consumer groups. Both men and women would participate, as would persons of a wide range of ages. These criteria notwithstanding, the linkage committee should remain relatively small. Ten to fifteen members would probably be ideal.

A letter of invitation will need careful preparation to effectively recruit linkage committee members. It should be written on the sponsoring agency's letterhead, and would probably include the following major sections:

1. an explanation of the goal and purpose of the committee
2. advantages of their participation
3. contributions their agency might make to the committee
4. details of the time and place of the committee's initial meeting
5. procedures to respond to the invitation.

In preparing an explanation of the committee's goals and purposes, it may be useful to briefly describe the core group's activities to date. A list of the names and agency affiliations of these members could also be included. Advantages of their agency's participation should be explained, both in reference to the hoped-for outcomes of the committee's work and in relation to their inclusion in the collaborative process. A realistic statement of the contributions which may be necessary from each agency is very important. It should be emphasized that linkage activities very often require a rather intensive involvement at their inception and may take several months of effort to come to completion.

The letter should contain details of the time and place of the initial meeting. The date should be set far enough in the future to avoid most schedule conflicts. Procedures for the recipient to respond to the invitation should be clearly described.

The core group leader should make personal contact with each respondent. If the individual has agreed to participate, a telephone call to express welcome and appreciation may be appropriate. In those cases where a designee is suggested, the group leader should discuss this response with the person who was originally invited in order to verify the match between the suggested replacement and the needs of the group.

Negative responses may result from the recipient's misunderstanding or disagreeing with the committe's goals. A telephone call from the leader could help clarify the committee's objectives and delineate the roles participants will be asked to play. The person originally chosen may then decide to participate on the committee. However, in those cases where a lack of time or a lack of agreement causes individuals to refuse to participate, there may be no further action for the leader to take. At that point, he or she may prefer to invite another individual.

CONDUCTING THE INITIAL LINKAGE COMMITTEE MEETINGS

The initial meeting of the linkage group should probably include the following, if appropriate in the local situation:

1. introduction of all present
2. a statement of the charge to the group by a representative of the sponsoring agency
3. a statement of the problem as originally conceived
4. a brief history of the core group's activities leading up to the initial meeting

5. specification of the target group (e.g.: handicapped vocational students) and a statement by each agency or service represented of how it sees itself in connection with the target population
6. group consensus regarding the linkage committee's goal
7. brainstorming about the objectives and tasks which the group may want to consider in meeting the identified goal
8. plans for future meeting dates and places.

In many local linkage groups a brainstorming session is planned as part of the intial meeting. Experienced leaders may ask participants to limit their comments to their own agencies when suggesting possible linkage activities. Frequently, no matter how strict the directions or how task-oriented the leader, such a discussion will find all members of the group criticizing all local agencies without restraint. This can be very disappointing to the group's leader.

The authors believe it is more effective to change the structure of such a session than to try to change the flow of the group's comments for three reasons. First, many of these comments, though critical, contain valuable ideas. Second, the authors have never seen a newly established group avoid such a session. And third, asking the group to do something it will not weakens the perceived strength of the leader and damages the group's confidence in itself.

The following steps are suggested as an alternative way to structure a brainstorming session:

1. Ask group members to mention problems or suggested solutions related to providing vocational education services to handicapped persons in their community. (Do not limit them to discussing only their own agency, or only positive steps, or only feasible group activities. In fact, do not limit this discussion at all.)
2. As any member mentions any concrete ideas, whether related to his agency or not, write them down.
3. Transfer the ideas to 5x8" cards, preferably color-coded by agency. Do not note who originated an idea.
4. Ask group members to analyze the ideas proposed for their own agencies. A series of values processes could be used here. For example, ask each individual

or subgroup to rank the ideas in order from easiest to hardest to achieve, shortest to longest implementation time, least to most costly, and so on.

The value of constructing this exercise in this way is that good ideas are less likely to get lost because of turf protection. Also, the persons who would be most involved in implementing an idea have an opportunity to analyze and thus come to own it.

IDENTIFYING BARRIERS TO SUCCESSFUL COLLABORATION

Developing a cooperative agreement involves establishing a mutual understanding among individuals about how their clients or students will be served. Reaching such an understanding will probably result in the group's identifying and working through differing opinions. This is a natural process when individuals are trying to work toward a group consensus.

The issues or concerns which members of the committee raise during the process of developing a cooperative agreement can fall into three main categories. Members may need to deal with attitudinal barriers, barriers resulting from differences in policies and regulations among agencies, and agency internal operational barriers. Before going into detail about these categories, one other important point needs to be raised.

The term "barriers" has been coined to represent the uniqie difficulties or differences that groups may need to reconcile to reach a point of mutual understanding. Committee members in the linkage process need to be aware of and sensitive to particular issues which could develop into barriers. When does an issue become a barrier? Some signs of this are:

1. Committee members become more concerned about an issue than the goals of the committee.
2. Committee members are reluctant to consider possible compromises or alternatives to the issue raised.
3. Committee members begin to withdraw from the process and will not cooperate with other members.
4. A particular issue is brought up again and again with no resolution to the problem.

5. Committee members begin to feel frustrated and discouraged and feel the group's goals have no meaning.

It is recognized throughout this discussion that agency personnel have a responsibility for fulfilling the policies and guidelines established by law or by the administration of their agency. However, issues can become barriers to successful collaboration for more personal reasons than the differences in policies between agencies.

Attitudinal Barriers

Communication breakdowns or attitudinal barriers can occur during a committee meeting for a number of reasons. It is necessary to be sensitive to what is happening during the process of preparing an agreement to allow for individuals to air their concerns so that a resolution can be reached. Developing a cooperative agreement is a risk-taking exercise. At times some agencies feel this risk more than others. It will be necessary to insure that attitudes of openness and acceptance are built into the committee process to ease the amount of risk agency personnel may feel they have to take.

During the process of developing a cooperative agreement, some agency personnel may be involved in turf protection. It is common for an agency to want to retain complete control over much of the agency's resources, yet the cooperative agreement process is one of give and take. Another fear that agency personnel may have is if they share information concerning the operation of their agency, they may be exposing their weaknesses to other agencies in the group.

It is not necessarily the case that the turf protection actions by some agencies are done for illogical reasons. Agency representatives may feel that they will be totally absorbed by another agency if they agree to cooperate. Some agency personnel may fear that by agreeing to share staff and fiscal responsibilities among agencies, eventually they may lose their funding source or staff positions will be cut. Often times agencies have taken risks and found that the ultimate outcome was not necessarily to their advantage. In extreme cases, cooperative agreements may be viewed as a threat.

Attitudinal barriers may also form when an agency perceives status differences between itself and other agencies in the community. These differences may have developed because of the agencies' reputations in the community or through agency personnel interactions. Sometimes status differences are felt because one agency may have more resources available, a larger staff size or a more modern facility. These feelings can very much inhibit the motivation or desire of some agencies to cooperate since they may feel they would be sharing or giving more of their benefits than they would be receiving.

Personality conflicts developed inside or outside of the committee meeting can result in attitudinal barriers. An individual who dominates the discussion, interrupts other committee members' statements or diffiagrees constantly over ideas presented to the group, may create difficulties among committee members. At times it is the less obvious reasons that personality conflicts develop. Some members may philosophically differ on how handicapped persons are to be served or how agency personnel should approach certain situations. This may create a conflict between individual committee members.

Breakdowns in communication can quickly develop if the terminology among committee members is not understood. Members may become extremely frustrated if they cannot understand what other agency representatives mean when describing services provided, the population served, how clients or students are identified, or the process clients or students go through from evaluation to placement in an agency. Committee members may unnecessarily disagree or begin to perceive difficulties in cooperating simply because of confusion in the terminology used.

Generally, if turf protection or personality conflicts cause barriers, then a resistance to change will begin to grow among committee members. Comments heard during the meeting are clues that an attitudinal barrier is forming. If such statements as "It will never work", or "We have tried that one before", are frequently said while ideas or suggestions are being made, some agency personnel may be feeling a real reluctance to try something new or different from the usual pattern they are accustomed to.

Barriers Resulting from Policies and Regulations

Federal and state regulations are essential for delineating lines of responsibility and service policies regarding handicapped persons.

They can be a basis for cooperation by stating clearly the guidelines each agency must follow. However, these same policies or regulations can act at times as a hinderance to the cooperative agreement process.

Local level agency personnel may be unsure of the intent of certain regulations due to unclear guidelines issued on the federal and state levels. Committee members could spend a great deal of time disagreeing over the meaning of a regulation or policy if there is no clear direction given by their state or federal counterparts.

At times the regulations which delineate who shall be served and how resources are to be used can restrict the cooperative agreement process. Committee members could feel very constrained and believe that they must be very inflexible in certain sections of the agreement because of their mandates. Committee members could become very discouraged and frustrated if ways to cooperate are not developed in spite of the policies and regulations.

One final potential barrier is union regulations covering certain parties who may be responsible for carrying out the local level agreement. This is especially true if teachers are involved in the cooperative effort. It may be necessary to consult a union leader to check out certain points with him or her, to gain an understanding of the union's position on the cooperative agreement being developed.

Agency Internal Operational Barriers

Often the organizational structure or the internal make-up of an agency can create difficulties in the linkage process. The success of the cooperative agreement is in part determined by how well the agency personnel can carry out the agreement once it is signed. Each agency on the committee has its own internal organizational structure. These differences can create barriers to cooperation.

One difficulty, which has been alluded to previously, is the problem of released time for staff to be able to fully cooperate. This may be due to union regulations or policies set by the management in the agencies cooperating. A related barrier is staff turnover in agencies. There may be a willingness on the part of the agencies cooperating to release staff to work on carrying out the agreement; however, staff turnover could inhibit this process. Staff turnover can result in a discontinuity in fulfilling and carrying out the linkage agreement.

Office red tape can create another barrier to cooperating. Understanding both how resources are processed and how a client's or student's records are handled are important considerations to the committee members. Each agency will handle their resources, staffing, clients and flow of information differently. Often times attempting to understand each agency's processes and devising ways in which the cooperative agreement may be incorporated into this process, can result in problems for the committee.

The committee may need to deal with such issues as the lack of time, resources and personnel to commit to the linkage agreement. The sharing of resources among agencies will be carefully examined and barriers could develop if certain committee members realistically believe they do not have certain resources they can commit to the agreement. Identifying the resources which can be shared will be a major task for the committee members.

Environmental Barriers

There are times when barriers to cooperating are due to environmental problems. These issues are external to the cooperative agreement process but can greatly affect their results.

In some states, agencies are located a great distance from each other. Especially in rural areas, commuting between agencies to develop the agreement can be a barrier to the linkage process. Creative ways of sharing resources when distance between agencies is a barrier can be one issue a linkage committee may need to face.

FACILITATING THE GROUP PROCESS

When examining barriers and the effects they have on the linkage process, there are several points to consider when encouraging members to work through difficulties. It is important to help the group keep a perspective on where they are going. The leader needs to emphasize the goals for the group's meeting together. He or she should remind group members that there are many steps in the process to reach the group's goals and that some steps may take longer to accomplish than others.

Plan Meetings which Facilitate Group Processes

Establishing a feeling that everyone is involved in the process and is responsible for the group's outcome provides an atmosphere for working out difficulties. The group can start in this direction by beginning to outline common philosophical goals. This can help in building a group foundation by identifying common points of view.

Committee members can also develop ways to share information outside of the meetings. Memorandums or letters could be used to relay minutes of the meetings or to inform the committee of additional information which has developed between meetings. Small subgroups could be formed to research materials needed by the group. They could share information in a more detailed manner in a summary or written form to the whole committee.

The group leader could telephone members between meetings to see if any problems have developed in a task they have been assigned. This offers support to the members and helps keep the leader aware of any potential problems which may be brought up at the next committee meeting.

If there are strong feelings among committee members about meeting in a particular agency, it may be helpful to meet in a mutually agreeable neutral setting. This can also be done in order to give the group a separate identity, building a stronger group feeling.

It is vitally important whenever possible to end the meeting on a positive note. This could mean reviewing the group's progress as to what has been accomplished so far or assigning committee members tasks to be completed for the next meeting. The committee members need to feel that they are moving toward their goals, and their contribution (either ideas or time) are being spent for a worthwhile cause. Ending on a positive note also keeps the motivation of the group high and encourages them to attend the next meeting and have their materials ready.

The group leader must make an effort to remember that changes do not happen all at once. Facilitating a group process and encouraging committee members to cooperate will take time. It will be necessary to pace the meetings. This means not scheduling too much for a meeting or trying to cover too much in too little time. Committee members may begin to feel frustrated if meetings run too long or cover too much, and result in inadequate or quick decisions.

The group leader should allow time for committee members to think through ideas or issues that have been raised in the committee meeting. Thinking through an issue by the group may mean brainstorming for ideas or alternatives to resolve an issue, collecting information or materials between meetings, or asking the committee members to think over what has been discussed and react to it at the next meeting.

Techniques for Effective Committee Interaction

The barriers identified in a group process are a material part of working out an agreement. The creative handling of the unique barriers facing each group will, in large part, determine how successful the group is. Barriers can disrupt a committee by pulling members apart. If dealing with barriers can be handled in such a manner that the group views it as a means for expressing their concerns, it is possible to have a very strong and united committee.

Disagreements among committee members do not always mean failure. The committee must realize that differences of opinions or philosophies will occur in the group. It is up to the group to discover ways that allow for each committee member to express himself or herself. This is not necessarily a simple or easy task, yet once established each committee member will be an active part of the committee's work and will feel real ownership of the committee's final outcome.

It is vital that the committee works together to create an atmosphere where differing opinions can be expressed and discussed. The group leader can play an important role in assisting the committee in this direction.

The group leader can encourage members to use good listening and attending skills when interacting with each other. This will mean members focusing their full attention on who is speaking. Side conversations as well as shuffling papers or moving around the room should be at a minimum. This will help the committee members maintain their full concentration on what is being said.

Interrupting a speaker before his or her thought is completed should be discouraged by the group leader and by other committee members. Each member needs to be allowed an opportunity to express his or her viewpoint. Committee members should also be aware of not abruptly changing the subject before an idea has been sufficiently discussed. This will help committee members to think through an issue raised and avoid having members rushing on to another idea because they are anxious for their "topic" to be heard.

Another technique which helps to encourage participation by all members is for individuals to clarify or restate an idea which has been raised. This not only makes the speaker feel that he or she is understood or that the members are trying to understand the issue; but it also helps clarify the point for the whole group.

These are just a few examples of the kinds of listening skills a committee can be encouraged to try in order to create an atmosphere where open discussions can take place. The group leader as well as other committee members can verbally reinforce each other for actions which help to facilitate the committee's process toward achieving their goals.

STATE EFFORTS TO ENCOURAGE AND IMPROVE LOCAL LINKAGE COMMITTEES

State level personnel can provide meaningful impetus to local level linkages. Support can be given through several means. Four major types of activities will be discussed here: leadership, dissemination of information, funding, and training.

Leadership activities by state personnel offer the moral support and encouragement necessary for local committees to work toward effective collaborative efforts. State level personnel can provide the impetus for linkages by developing agreements and other cooperative measures among state level agencies. These activities can provide local level committees a direction for establishing cooperation in their communities.

State level personnel could also participate in such activities as speaking at local advocacy groups or at statewide professional organization meetings. By visibly showing support for local linkage activites, a stronger relationship between the state and local levels can be gained. State personnel can in addition, write supportive articles for local collaborative efforts in organizational newsletters or publications sent by State Departments of Education. State agency representatives who are actively initiating cooperative efforts among their agency counterparts and encouraging such efforts on the local level, will provide necessary leadership for local linkage committees.

Dissemination of information by state personnel is an important activity to encourage local collaborative efforts. Local committees need to be aware of state level agreements and how these agreements effect their own local cooperative activities. Local agency representatives need guidelines on the kinds of resources available to them and how they can be used. Having ideas, for example, on the ways that set aside monies can be spent can greatly assist in the negotiation of an agreement.

Additional dissemination ideas include sharing information about successful projects occurring in other parts of the state to help local committees learn how others are creatively dealing with linkage-related issues. State personnel could also disseminate guidelines for writing formal agreements to assist local linkage committees in formulating their own agreements. The information disseminated by state personnel should be of the nature to offer local committees with materials to clarify issues and broaden their scope of alternatives available to them. They should be a means to assist them to creatively deal with their own local issues.

State level personnel can provide support to local committees through various funding activities. Personnel from state agencies could issue Request for Proposals (RFP's) with sections written in requiring that linkages be initiated. Local committees could receive monies from the state to cover costs for publicity purposes or for printing brochures or pamphlets. State personnel could also fund a position, if necessary, to work with a local committee to initiate and maintain linkage agreements. This individual could act as a catalyst, providing organization and leadership to the local committee as his or her primary responsibility.

The last area of support which state level personnel could offer is in the area of training. State personnel could do inservicing on the local level providing information on current laws, ideas for establishing agreements, how to write agreements and funds available for interagency agreements. A second kind of inservice training which state personnel could support is funding a cooperative inservicing program on the local level. Agencies from a local community could meet together to discuss common goals and issues, perhaps leading the way to further collaborative efforts. Inservice training can cover a wide spectrum of issues and ideas. State personnel could use this format of training to encourage, initiate or improve interagency agreements on the local level.

In summary, state personnel have numerous ways to work with local committees to encourage or improve interagency linkages. It is important that state personnel continue to initiate collaborative efforts on the state level and work to keep lines of communication open between state and local agencies. State personnel engaging in such activities previously discussed indicate to a local linkage committee the state's commitment to interagency collaboration.

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CHAPTER 3

Developing Local Agreements

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INTRODUCTION

The restoration of a handicapped individual to his or her fullest physical, mental, social, vocational and economic usefulness is a complex process requiring a multitude of services from different agencies. The establishment of interagency agreements, both formal and informal, promotes the effective, efficient and economical provision of services from various agencies. The core agencies involved in vocational linkage agreements are: vocational education, special education, vocational rehabilitation and counseling and guidance. Additional groups participating in agreements may include: CETA, adult education, advocacy groups, consumers/parents, Local Education Agency involvement, and broker service agencies (e.g. Easter Seals Society).

Several basic factors prompt the need for interagency agreements:

1. a number of different agencies may provide the same or similar services
2. few agencies possess all the necessary resources to meet the totality of client's needs
3. a scarcity of resources and funds demands the most effective use of available services
4. high quality services provided in sufficient quantity and in orderly fashion require case management techniques
5. a well coordinated and systematic delivery of services facilitates the identification of gaps and barriers.

With the establishment of interagency agreements similar functions can be identified and dispersed; related functions can be provided with continuity and promptness; and the delivery of all necessary services is assured. In addition, interagency linkages and agreements promote:

1. the sharing of organizational perspectives on the needs of clients
2. the sharing of information about services currently offered to clients
3. the identification of the most crucial unmet needs of clients

4. the identification of new programs or new linkages between existing programs that would meet these crucial client needs
5. the identification and sharing of organizational resources which could be pooled to develop needed new programs
6. the planning and implementation of new programs by key staff persons from organizations holding needed resources
7. the development of long-term collaborative relationships among these organizations to insure continued community-wide efforts to identify needs and develop programs for their common clientele.

(Ferrini, P., Matthews, B., Foster, J., Workman, J., 1980, p. 30.).

With the development and implementation of interagency agreements, the opportunity for handicapped students to successfully complete vocational education programs is greatly enhanced.

TYPES OF AGREEMENTS

In order to provide handicapped youth with a more effective service delivery system in vocational education, cooperative/collaborative relationships need to be established. The four most common ways of developing cooperative arrangements include: informal agreements, memoranda of understanding, formal agreements, and local councils for the education and rehabilitation of the handicapped. The following describes each of these four types of interagency linkages.

Informal Agreements

Informal agreements refer to those arrangements whereby two or more parties work together, without a formally written contract, for an indefinite period of time. Such arrangements are diverse in nature. This results from their very lack of formality and the differences in local conditions, involved personalities, needs of the agency and characteristics of the community.

Informal agreements at the local level are established through the efforts of practitioners. These agreements evolve naturally from the contacts and working relationships that occur in the course of day-to-day agency operations. Frequently, this linkage may develop through personal contacts outside of the work setting or from interactions at professional meetings. Informal linkages are valuable in promoting awareness, improving agency relations and encouraging more formal interagency cooperation.

Although informal agreements are loosely structured arrangements for working together, they usually include the same basic elements as found in formal agreements. These elements are:

1. the purpose for the agreement
2. the guidelines for policies and procedures
3. the roles and responsibilities of each party
4. the plan for transmission, storage and retrieval of information.

The following arrangements illustrate the levels of informal agreements which can be developed:

1. An advocate from the local mental retardation association shared information with vocational educators.
2. A one-day training institute sponsored by the Rehabilitation Research and Training Center of the University of Wisconsin brought together vocational education teachers, school administrators, guidance counselors, and special education supervisors. The major objective of this institute was to provide practical information to assist the secondary school teachers in designing effective programs of vocational education. Contributors at the institute included: the Wisconsin Vocational Studies Center, a vocational education research, development and service center, the Division of Vocational Rehabilitation, and the staff of model vocational education programs from local schools.
3. The special needs coordinator regularly provided the names of handicapped students to her friend, a counselor, at the vocational rehabilitation office. Thus, the special needs coordinator obtained postsecondary services for her students, while the rehabilitation counselor was helped in her client-find activities.

Many practitioners perfer informal agreements, since there is no red tape and paperwork to encumber the delivery of services. As a result, goals are more easily accomplished. A disadvantage is that informal agreements may cease when either party leaves their position, thus terminating the existing linkage.

Memoranda of Understanding

A memorandum of understanding is a written communication containing informative, advisory or directive matter. The memorandum may be a policy statement issued from one agency, or an informal agreement of opinion developed by two or more agencies. One example of a memorandum of understanding is the well-known memorandum issued in the Fall of 1978 by the Commissioners of Education and Rehabilitation Services of the United States Department of Health, Education and Welfare. This memorandum announced a joint national initiative to develop formal cooperative agreements for the purpose of expanding and improving the service delivery system to handicapped individuals.

Another example of a memorandum of understanding is the policy statement developed by the Putnam/Northern Westchester Board of Cooperative Educational Services of Yorktown Heights, New York and accepted by the White Plains, New York Office of Vocational Rehabilitation (LaCasse, 1981). This memorandum described the agency's goal of improving service delivery to handicapped individuals through local cooperative/collaborative relationships.

Formal Agreement

A formal agreement is a written policy statement establishing the terms and conditions under which two or more agencies will cooperate. The benefit of a written agreement is that the cooperating parties are forced to examine their roles and commit themselves on paper. In addition, "they force a definition, recording and communication of the legitimate expectations which two agencies may have of one another in meeting a need" (Ottmar, p. 6).

In developing a formal agreement at the local level, each of the following should be written out in detail:

1. each agency's responsibilities under present legislation
2. how each group interfaces with the other
3. what services can be expected from each

4. how resources can most effectively be utilized
5. the responsibilities each agency accepts.

(Tindall, Crowley, Getzel, Gugerty, 1980, p. 76)

Specific issues to be addressed in a local written agreement should include:

1. administrative relationships
2. referral procedures
3. service provisions
4. financial responsibility
5. method for exchange of information
6. functions of operating personnel.

(Baumheier, 1975, p. 28)

In addition, formal agreements should contain provisions for regular monitoring, evaluation, and problem-correction procedures. The following examples illustrate some of the reasons for establishing agreements:

1. Rehabilitation offices sign formal agreements with various agencies to purchase such services as:
   - work adjustment training
   - skill training
   - vocational education
   - placement services
2. The health occupations program at a vocational technical school provides students with a clinical experience at a local health institution. A formal agreement is signed by both the school and the health institution to identify the responsibilities of each.
3. Project SERVE, a well coordinated program of support services for handicapped and disadvantaged students at District 916, Area Vocational Institute, White Bear, Minnesota, signs formal agreements with various local agencies. An agreement presently in existence with a local C.E.T.A. office enables C.E.T.A. to purchase vocational evaluation services for its clients.

Well written agreements with a clear assignment of responsibility and authority strengthen interagency relations and help resolve many points of conflict.

Local Councils for the Education and Rehabilitation of the Handicapped

The State of Florida has created local councils for the education and rehabilitation of the handicapped in order to improve and enhance cooperation between vocational education, special education, vocational rehabilitation and other agencies serving the handicapped. These local councils are established by school districts and community colleges to comply with the state's requirements of applying for federal vocational funds. To apply for funds, the State Department of Vocational Education requires that "Proposals submitted for Federal funding support under this category [handicapped persons] must be cooperatively developed and endorsed by a local council representing at least these three agencies [vocational education, special education, vocational rehabilitation]" (Florida, 1980, pp. 13). In addition, the application must include a description of the services that will be provided by vocational education, special education and vocational rehabilitation, along with the representative's signatures. Thus, the application process for funding assures that agencies serving the handicapped work together to plan for and deliver services.

As described, the council obtains funding for vocational education programs for the handicapped. Other responsibilities of the council include:

1. reviewing vocational education, adult general education and community instructional services programs
2. identifying the vocational needs of the handicapped
3. making recommendations as necessary
4. encouraging the development of needed offerings
5. avoiding unwarranted duplication.

(Florida, 1980, p. 4)

AREAS OF RESPONSIBILITY

In developing an interagency agreement, a clear understanding and delineation of agency responsibilities needs to be established. The following review of service providers' responsibilities may help to clarify each agency's roles. As required by law, vocational education, special education, and vocational rehabilitation have the major responsibility for the delivery of vocational education and related services to handicapped individuals. Although not mandated by law, guidance and counseling also plays an important role. Together these four departments provide the services needed by handicapped students to successfully complete vocational education programs.

Because state and local policies differ, responsibilities of individual departments may vary. Therefore, no one list can specify the particular services that a department must provide. The following list is intended as a guideline. It may be used to help agencies begin identifying their areas of responsibilities.

Services Provided by Special Education

Special education may be responsible for providing such classroom materials and programs as:

1. special classes in reading, math, social studies, art, music, etc.
2. curriculum materials and supplies
3. resource instruction
4. physical education programs
5. prevocational training
6. driver's education
7. academic testing
8. career awareness and career exploration activities.

Special education's responsibilities for related services may include:

1. paying for supplemental aids, readers and notetakers, reader services, interpreters for the deaf and hearing impaired during school hours
2. paying for physical, occupational and speech therapy, audiological evaluation, mobility training and motor development
3. paying for psychological, psychiatric and medical examinations/evaluations
4. paying for transportation
5. providing counseling (student and parent), vocational and prevocational evaluation, work adjustment training and job placement.

Special education's administrative responsibilities may include:

1. identifying and assessing handicapped students
2. paying salaries of selected personnel involved in delivering special education programs
3. purchasing supplies and instructional materials over and above standard school resources
4. providing staff development, teacher consultant services and para-professional personnel.

Special education personnel may also request that a vocational education teacher and a vocational rehabilitation counselor attend and participate in the development of the Individual Education Program (I.E.P.). When a special education student is eligible for rehabilitation services, a collaborative Individual Education Program (I.E.P.) and Individual Written Rehabilitation Program (I.W.R.P.) may be developed. It should be noted that referral to the rehabilitation office must take place at least three months prior to the development of the IEP/IWRP to allow the rehabilitation office enough time to determine eligibility.

Services Provided By Vocational Rehabilitation

Vocational rehabilitation counselors can offer a wide range of services to their handicapped clients. Some are provided directly by the counselor. Others are either purchased with case service funds, or obtained from other agencies. Before using its own funds to purchase services, the vocational rehabilitation office is required, by the Rehabilitation Act of 1973, to make use of services provided by other agencies. This requirement, often called "first dollar" or "similar benefits", refers to services or financial assistance that may be available from vocational rehabilitation as well as other agencies. The vocational rehabilitation counselor must explore and utilize existing resources before purchasing any services for clients.

For example, a nineteen year old boy, disabled by a car accident, cannot continue his job as a construction worker. He contacts the vocational rehabilitation office for assistance. With the aid of a counselor, the boy decides to enroll at the local vocational school. Because he needs help to pay for his training, the counselor refers him to the school's financial aids office. Upon determination of eligibility, the school's financial aids office helps the boy obtain a grant, loan or work aid. Thus, the vocational rehabilitation office has conserved dollars by making use of similar benefits from the vocational school financial aids office.

In order to be eligible for vocational rehabilitation services, a handicapped individual must meet the following two requirements:

> 1. There must be a physical or mental disability which constitutes or results in a substantial handicap to employment.
> 2. There must be a reasonable expectation that vocational rehabilitation services will be of benefit to the individual in terms of employability.
>
> (Division of Vocational Rehabilitation, 1980).

Services that vocational rehabilitation may deliver or purchase include:

1. full evaluation
    - medical and psychological examination and evaluation
    - comprehensive vocational and prevocational evaluation
    - work or on-the-job evaluation
2. counseling and guidance
    - career exploration
    - vocational guidance
    - personal, social and family counseling
3. physical restoration
    - medical and psychiatric treatment
    - surgical, hospital care and related therapy
    - prosthetic and orthotic devices such as artificial limbs, braces, and artificial eyes
    - glasses, hearing aids and wheelchairs
    - telecommunications, sensory and other technological aides and devices
    - dental restoration
4. training
    - occupational skill training
    - vocational training

  - prevocational training
  - tutorial training
  - work adjustment
  - academic training
  - on-the-job training
5. job placement
  - job development
  - job engineering and job redesign
  - job seeking skills
  - employment follow-up to assist handicapped individuals in maintaining their employment
6. maintenance (room and board), attendant care and transportation during rehabilitation
7. occupational licenses, tools, equipment and supplies necessary for entry into employment
8. reader services for the blind and interpreters for the deaf.

Services Provided By Vocational Education

Vocational education plays a fundamental role in the training of America's youth and young adults. As mandated by state and federal legislation, vocational education training must be available to all persons, including the handicapped. To meet the needs of handicapped students, vocational education may have the responsibility to:

1. provide regular vocational education, adapted vocational education and special education/vocational education programs (self contained)
2. submit modifications to special education for assurance that the designs meet the needs of handicapped students
3. adapt and/or modify vocational curriculum
4. modify materials and instructional methods including the type, duration, sequence and content of instructional units
5. assure that appropriate vocational tools and equipment are available
6. adapt and/or modify tools and equipment where appropriate

7. provide consumable supplies needed to conduct the vocational training program
8. assure that barrier free facilities are provided as needed for eligible handicapped persons
9. designate funds for vocational education personnel training
10. pay the excess costs of programs for the handicapped
    - excess costs refer to those costs which exceed the average per pupil cost
11. develop an individual vocational program (I.V.P.)
12. offer such support services as:
    - vocational guidance and counseling
    - job development, job placement and job follow-up
    - interpreter, notetaker, and reader services for the blind
    - special support staff
      (aids, tutors, para-professionals)
    - transportation
13. provide:
    - work study programs
    - educational assessment
    - monitoring and student progress.

Davis and Ward (1978, p. 75-77) list services that may be funded with vocational education set-aside funds. These services include:

1. advisory/coordinating committees: required to help formulate programs, to act as liaison between school and community and to support legislation. Allowable costs include:
    - formation and servicing of the Advisory Committee for the handicapped
    - formation of and participation in state and local coordinating committees, including clerical help, travel expenses, and salaries of faculty members who attend meetings
2. survey/evaluations: conducted by staff members or under contract, including:
    - identification of handicapped population and the geographical areas in which it is concentrated

  - assessment of effectiveness of methods, materials, equipment and techniques used in providing vocational education programs for handicapped and the extent to which they provide vocational education

3. recruitment/promotional activities: designed to reach handicapped persons and potential employers and to develop community participation and support, including:
   - advertising through newspapers, television and radio
   - announcements through posters, flyers, brochures and other visual media
   - speaking engagements with community groups, including local chapters of social welfare organizations
4. identification of handicapped: needed to identify and classify specific problems of individual students, including:
   - counseling services for students and/or their families (pay for time over regular duties can be provided)
   - preparation of diagnostic and evaluation tools
   - education testing to determine academic level, interest and abilities
   - vocational or work evaluation
5. staff development: required to prepare teachers to work with handicapped students including:
   - teacher training programs (both preservice and inservice)
   - travel costs and salaries of faculty members who attend seminars, conferences, workshops and special institutes
6. modification of schedules: needed to provide additional time for faculty to assist students identified as handicapped. Additional faculty time and related expenses may be required when any of the following situations exist:
   - extension of school day, week or year
   - addition of another semester
   - instruction on an individual basis
   - flexible scheduling of students to permit entry into and exit from programs as appropriate with progress

7. modifications of curriculum - required to enable individual students to continue in regular vocational education program by helping them compensate for their handicaps, including:
    - allocation of additional time to develop skill
    - specially designed workbooks or textbooks
    - analysis of tasks within occupations to identify possible modification of instruction, equipment or methods
8. development of curriculum - required to provide students with a specially designed program to suit their individual needs, including:
    - research, experimental and demonstration projects
    - contracts with consultants, specialists or teachers
    - salaries of teaching staff and curriculum specialists
    - individualized learning packages
    - orientation programs to develop social skills and attitudes and consumer education
    - orientation programs to observe various occupations
    - special supplies and instructional materials
9. modification of equipment for the visually handicapped:
    - instruction in Braille
    - large print materials
    - signals keyed to hearing rather than to sight
    - special safety devices, such as guardrails around moving parts of a machine
10. modification of equipment for the deaf and hard of hearing:
    - printed rather than verbal instructions
    - signals keyed to sight rather than to hearing
    - sound amplication devices
11. modification of equipment for the orthopedically handicapped:
    - adaptations of regular equipment, such as hand controls added to machines usually operated by foot controls
    - special desks and work tables for students in wheelchairs
    - ramps for those who cannot use stairs
12. modification of equipment for the mentally retarded:
    - simplified equipment
    - simplified instruction guides and manuals

13. modification of equipment for those with cardiac and other physical impairments:
    - additional facilities for restrooms
    - handrails in washrooms and in cooridors
14. supplemental educational services - designed to assist students in regular or special vocational programs, including:
    - psychological services to test, diagnose, and evaluate emotional and mental problems
    - guidance and counseling services, including referral and followup services
    - job placement services, including job finding and employment followup
    - tutorial services
    - transportation services in addition to those provided regular students
    - family counseling services related to the vocational program of the student
    - special services for the handicapped, such as reader services for the visually handicapped, interpreter services for the deaf, and guide services for the physically handicapped
15. facilities - required for reaching and teaching handicapped students, including:
    - purchase/rental and operation of mobile units to serve as classrooms, diagnostic centers, or counseling and guidance units
    - rental of non-public space to serve as classrooms in locations more accessible to students
    - contracts with private nonprofit schools that can provide programs and services not available in public school
16. cooperation with business community - required to enlist support for goals of vocational education for handicapped individuals through job offers, teacher training, and upgrading of skills. The following costs are allowable:
    - additional staff to coordinate, supervise, and guide work experience or work study programs
    - arrangements for summer jobs in private business firms for teachers to upgrade their knowledge and skills.

Services Provided by Guidance and Counseling

Guidance counselors have an active role in serving handicapped students. Broadly defined, the counselor is responsible for identifying and resolving problems that prevent the handicapped student from successfully completing his or her vocational education. The counselor may accomplish this through direct counseling, through serving as an advocate, or by making referrals for appropriate services.

The following list describes the services that may be available from guidance and counseling:

1. Personal counseling
    - providing student with an opportunity for self-understanding
        (assisting the student in identifying abilities, interests and strengths)
        (aiding the student in clarifying his or her values, setting and prioritizing goals, and choosing alternatives for reaching goals)
2. Career Development counseling
    - career exploration (enabling the student to make a wise career choice)
    - career assessment
    - educational planning
    - work experience placement
    - job placement
3. Support services
    - working with other staff members to secure or maintain support services
    - assuming responsibility for planning and coordinating the delivery of services
    - acting as a liaison for the student in the school setting
    - monitoring the program.

The above lists of service responsibilities are all encompassing. No single agency has sufficient resources for adequately supplying every listed service. Therefore, the descriptions of agency providers and client services are intended only as a guide for delineating agency responsibilities. A clarification of these responsibilities can facilitate the negotiation of interagency agreements.

THE PROCESS

The process of establishing local agreements differs among agencies and localities. The following examples illustrate procedures used by three different agencies to form agreements. The first example describes the agreement made by the Division of Vocational Rehabilitation and Allen Hall in Madison, Wisconsin. The second example portrays the agreement between the New Berlin High School and Waukesha County Technical Institute in New Berlin, Wisconsin. The third, exemplifies the development of local interagency agreements in the State of Colorado.

Example One -- Madison, Wisconsin

In an effort to better serve clients, the Division of Vocational Rehabilitation (DVR) in Madison, Wisconsin exerts a conscientious and continuous effort to establish formal agreements with other agencies. In February, 1981, DVR developed a formal agreement with Allen Hall Residential Care Center for developmentally disabled adults, chronically mentally ill adults and the elderly. This agreement, between DVR and Allen Hall, designates the responsibilities of each agency in the provision of services to mutual clients. DVR functions as a service resource for all appropriate referrals and Allen Hall coordinates the client's treatment, educational and other personal growth activities. In addition, DVR receives relevant client information from Allen Hall.

The process of establishing the agreement began with the DVR specialist contacting the director of Allen Hall. Upon reaching the director, the specialist explained the purpose of her call and requested the name of the person who works directly with the handicapped residents at Allen Hall. During the first meeting of the contact person from Allen Hall and the DVR specialist, each described his or her roles/responsibilities and the functions of their respective offices. At this point, the two representatives discussed their commonalities to determine if an agreement would be beneficial. Upon establishing the need for an agreement, the two representatives identified mutual goals and generated ideas for working together to promote these goals. In developing the agreement, DVR and Allen Hall established operational definitions, so that a clear understanding existed between the agencies. When verbal concurrence was reached, the representative began writing the agreement.

The agreement specifies: the role and responsibilities of each agency, a statement of confidentiality, and the period of agreement. The period of agreement between DVR and Allen Hall is open-ended with a stipulation for yearly review. The signing and dating of the agreement completed the process.

Example Two -- New Berlin, Wisconsin

New Berlin High School in New Berlin, Wisconsin has a unique program for providing both regular education and hands-on vocational education to its exceptional education needs students. Students in the program attend classes at both New Berlin High School and Waukesha County Technical Institute (W.C.T.I.). At the high school, the students complete academic classes required for graduation. At the same time, the students participate in and receive credit towards graduation for hands-on vocational instruction at W.C.T.I. In order to ensure student success, the New Berlin High School special education department provides supplemental instruction, support services and all other necessary assistance.

The program, entitle "Project Career", began in early 1970's, when New Berlin High School received special funds to develop a vocational program for exceptional education needs students. The main purpose of the program was to provide severely learning disabled adolescent boys (seventeen years or older) with general job skills and specific occupational skills. Implementing the program required cooperation from W.C.T.I. To obtain this cooperation New Berlin High School contacted the entry counselor at W.C.T.I. to set up an initial meeting of representatives from the high school and W.C.T.I.

At this first meeting, the "Project Career" support teacher from New Berlin High School, explained the program and requested assistance from W.C.T.I. The technical institute was asked to provide:

1. hands-on vocational instruction
2. a description of the psychomotor competencies gained by each participating student during instruction
3. class credit applicable towards future study at W.C.T.I.

In turn, New Berlin High School would:

1. pay an hourly rate of $1.25 per student for the instruction
2. supply supplemental instruction
3. furnish paraprofessional aides in the classroom
4. provide W.C.T.I. with a work evaluation for each student in the classroom
5. be responsible for modifications of materials, equipment, instruction, etc.

Students were responsible for arranging their own transportation to and from the two school sites.

Following this meeting, the W.C.T.I. representatives sought and gained approval from their administration to contract with New Berlin High School. At a subsequent meeting of the W.C.T.I. special needs coordinator and the New Berlin High School "Project Career" support teacher, all the details were arranged for the participating students to begin vocational instruction at the technical school. The arrangements included:

1. matching individual students with appropriate vocational programs
2. coordinating the student's class schedule at both the high school and the technical institute.

Upon completion of the plans a standard written contract was signed by the assistant director of Waukesha County Technical Institute and the superintendent of New Berlin High School. Since the beginning of "Project Career" in the early 1970's, the two schools have signed a new contract each year to continue the program.

Example Three -- Denver, Colorado

In order to improve the quality of vocational education for handicapped students the State of Colorado has encouraged and assisted local agencies in developing formal interagency agreements. Accomplishing this goal began with a meeting of representatives from the state departments of special education, vocational education and rehabilitation. These representatives formulated a plan for assisting local agencies in the development of formal interagency agreements.

Four regional workshops were organized to disseminate the plan. Representatives from the local departments of vocational education, special education, rehabilitation, and C.E.T.A. received invitations to attend one of the four workshops. A letter from state administrators requesting local agencies to cooperate in the development of interagency administration agreements and coordination plans accompanied the invitation.

Each workshop opened with introductory remarks describing the background and rationale for linkage agreements, the goals to be accomplished, a description of each agency's role and responsibilities, and suggestions for agency collaboration under a formal agreement.

In addition, participants completed worksheets to help them identify:

1. the services and resources their agency provides
2. the services and resources their agency needs from other agencies
3. the present status of their agency's efforts to interface (cooperate) with other agencies
4. the agency responsible for providing a specific service.

(See Figure Two, "Worksheet", and Figure Three,"Service Responsibility", for a copy of the worksheets used at the workshop.)

The participants then divided, by localities, into small groups to formulate strategies for establishing formal local agreements. The plans included:

1. identifying populations to be served
2. scheduling of meetings
3. selecting the agencies to be included at the meetings
4. listing the tasks to be performed.

Figure Two

Worksheet

Discussion Questions		
What services and/or resources do you provide?	What services and/or resources do you expect from the other agencies?	How do you presently interface (cooperate) with the other agencies?

(Interagency Workshop, 1980)

Figure Three

SERVICE RESPONSIBILITY

For the activities/services listed below, use the following symbols to delineate each agency's responsibility and relationship to students who are 16-21 years of age:

0 = No agency involvement and/or responsibility
1 = Minimal involvement and/or responsibility (less than the other agency(s))
2 = Equal involvement and/or responsibility (equal to the other agency(s))
3 = Maximum involvement and/or responsibility (more than the other agency(s))

ACTIVITIES	Special Education Local Agency		Vocational Education		Rehabilitation		CETA	
	in school	out of school	in school	out of school	in school	out of school	in school	out of school
Find Activities:								
1 Public awareness (child find)								
2 Professional awareness								
3 Mass screening								
4 Individual screening								
Cross Referral: Assessment Activities								
1 Psychological								
2 Social/home/peer								
3 Educational								
4 Speech and language								
5 General medical examination								
6 Specific medical examination to confirm diagnosis of handicapping conditions								
7 Vocational interest/aptitude								
8 Work evaluation								
Individual Education Program								
An "Individual Written Vocational Training Plan" should be developed which integrates vocational components of the IEP, TP, and the IWRP.								
Services:								
1 Prevocational education								
2 Occupational skills instruction								
3 Academic/vocational supporting instructions								
4 Work activity center								
5 Work experience and study								
6 Counseling - academic adjustment								
7 Counseling - personal adjustment								
8 Counseling - vocational adjustment								
9 Mental therapy (Medical)								
10 Aids/devices, etc. - individually owned								
11 Aids/devices, etc., - for learning and job training site accommodations								
12 Interpreter & reader services - for learning and job training site accommodations								
13 Interpreter & reader services - for personal use or home study								
14 Other related services, i.e., OT, PT, speech correction								
15 Job development								
16 Job placement								
17 Post-employment services								
18 Occupational services (tools, equipment, etc.)								
19 Family support services								
20 Transportation								
21 Subsistence while in training								
Architectural Barrier Removal:								
1 Home accommodations								
2 Learning site accommodations								
3 Job training site accommodations								

(Interagency Workshop, 1980)

At the close of the workshop, the participants were encouraged to activate their plans, develop agreements and share their final documents. The state departments of vocational education, special education, and vocational rehabilitation followed up local efforts by monitoring progress and providing technical assistance.

NEGOTIATING A FORMAL WRITTEN AGREEMENT

As previously discussed, a cooperative written agreement among agencies can be an effective tool for enhancing vocational education services to handicapped persons. An agreement can assist in establishing new relationships between agencies or in maintaining previously developed ones. During the process of meeting together, committee members will be defining the scope of their resource sharing. It is important that the final document approved by the committee members reflects each agency's commitment and role in the collaborative effort.

The cooperative written agreement can be viewed as a symbol of the committee's spirit and commitment to reaching their goal. The committee members will find it necessary to develop a document which the group can support. This will create a feeling of ownership of the agreement and will assist in implementing its terms. If each member feels a vested interest in insuring that the agreement is effective, the chances are greater that it will be. Therefore, much time and careful consideration may be involved when negotiating an agreement.

Determining Content Areas

The specific content of the written agreement will be determined by the committee. It is possible that the agreement will cover only one subject such as inservice training or cover several areas ranging from sharing personnel, office space and other resources. Decisions about the length, scope and detail of the various parts will result from committee discussions concerning agency needs.

The committee may want to review other written agreements or refer to resources in this handbook for ideas when writing their agreement. No two written agreements are alike since each reflects the specific concerns of the agencies collaborating. However, research in the area of cooperative written agreements has resulted in suggested guidelines when developing this document. These guidelines may help the committee in organizing the content for their collaborative agreement.

There are three basic components that the committee may want to consider when drafting a written agreement. These three sections summarize the major areas that most agreements tend to address. These areas are:

1. specifications of inter-programs responsibilities e.g., which program provides which services serves which students/clients
2. specifications of cost absorption, sharing or reimbursement, e.g., joint use of equipment/facilities, payment for support personnel
3. specification of procedures to be used for delivery of services, e.g., provision for follow-up procedures by agencies for students' vocational assessment, training and job placement.

(Adapted from: Collaborative Efforts for Delivering Vocational Services. Mid-East Regional Resource Center and the West Virginia Department of Education, 1980, p. 167)

The committee may not have fiscal concerns in their agreement, but may wish to use the term resources instead. Members of the committee may find it useful to begin looking at the content areas for an agreement by formulating general categories or headings. As can be noted in the illustration, the issues of agency responsibility, procedures for carrying out these responsibilities and fiscal concerns were the three major components. Committee members may need to add other categories or delete some depending on their needs.

Once the committee has determined the general categories, the next step is to begin listing the content areas under each heading. Committee members may need to negotiate as to what extent their agency will be involved in each area. At this point in the group process, committee members will be working together to detail the specific responsibilities of each agency. Figure Four illustrates an idea as to how to begin the process of determining the content areas for each category and determining each agency's responsibility. The figure uses the three major components mentioned previously and asks questions concerning the content of each category. Committee members could begin brainstorming ideas for content areas as well as begin detailing the roles of each agency in the collaborative effort using this method.

Developing An Agreement Format

The committee has thus far been working on the specific details in each content area which they believe should be included in the written agreement. The next step by the committee is to put these content areas into an outline form. The committee members will now be determining how many sections will be needed in their agreement.

Several research organizations have done extensive studies concerning the format of written agreements. It has been learned from these studies that agreements tend to follow a particular pattern. As previously mentioned, each agreement is unique because of its setting; however, the section headings of an agreement can be generalized. The Regional Rehabilitation Research Institute, University of Denver, compiled information on written agreements and summarized the most commonly used format. The cooperative written agreement could be composed of the following sections:

1. introduction or statement of the nature of the agreement
2. purpose and goals of the agreement
3. administrative relationships
4. referral procedures
5. service provisions
6. financial responsibilities
7. exchange of information
8. joint community relationship
9. functions of operating personnel
10. statement of time, duration and revision of the agreement.

(Baumheier et al., 1978)

Figure Four

POSSIBLE CONTENT FOR LOCAL INTERAGENCY AGREEMENTS

Components	Questions to be considered
I. Responsibilities	1. Who provides what services? 2. What programs serve which students? 3. Who provides for case management?
II. Resources	1. Who pays for what services, what amount, duration, etc.? 2. What programs provide which personnel? Where will they work? How will they be supervised? 3. What program pays for what equipment, materials, etc.? Where is it located? Who uses it? How is it maintained?
III. Procedures	1. What are the role specifications for agency personnel? 2. What referral procedures are to be used? Who will be responsible? Which students will be referred to whom? 3. What are the role specifications for various types of personnel during vocational assessment, training and job placement? 4. How will information concerning a student be shared among agencies? 5. What are the specifications for coordinating annual planning, budgeting and reporting? 6. How will each agency be involved in student follow-up procedures? 7. What span of time will the agreement cover? How will the agreement be evaluated to determine its effectiveness?

(Adapted from: Collaborative Efforts for Delivering Vocational Services. Mid-East Regional Resource Center and the West Virginia Department of Education, 1980, p. 166.)

The committee will need to determine how many sections are necessary to assist in effectively implementing their agreement. Some committees may find that they need as many as ten sections and others may need fewer. The sections are important for clarifying terms of the agreement and for delineating the roles and responsibilites of the participating agencies.

Examples of Written Agreements

The committee may decide to begin writing their agreement by establishing a plan of action. This may mean describing the group process thus far and what the group has decided. The members may wish to include this step in order to receive input on their ideas from colleagues and supervisors. The example shown on the following page is an action plan developed by the Technical Education Research Centers in a workbook entitled The Interdependent Community: Collaborative Planning for Handicapped Youth. The concept of this action plan could be expanded and used as a cooperative written agreement by the committee. (See Figure Five.)

Another example of the format used when writing a local agreement can be seen in Figures Six and Seven. This agreement was developed to establish a cooperative effort between the Division of Vocational Rehabilitation Services and the Employment Service in the city of Woodbury, New Jersey. The outcome of this agreement was effective coordination in providing needed services for handicapped persons in the area of employment.

Writing the Agreement

Once the committee has determined the content and format for the agreement, the actual writing can begin. The committee may decide to proceed with an action plan statement to receive input, or may decide to write the agreement in draft form. Depending on the size of the committee, the agreement could be written by the committee as a whole or assigned as a task to a subcommittee. Another possibility is for one member of the group to be responsible for the actual writing of the document. The agreement should be prepared in draft form and circulated to the committee members for additional comments and suggestions. Once the committee has

Figure Five

EXAMPLE - ACTION PLAN*

Description of Team

Purpose: Our team began meeting in the Winter of 1980 to address the need to improve career-related opportunities for handicapped youth in our community. We felt that interagency collaboration was needed in order to strengthen present programs for handicapped youth and to develop new, more responsive programs.

Author's note: The committee could use this section as their introduction or the purpose of their agreement.

Membership: Our collaborative planning team is made up of the following individuals and organizations:

1. Sandy Smith, Vocational Guidance Counselor, Hindsdale High School
2. Isabel Santes, Director of Special Education, Hinsdale Public Schools
3. Tom Handeman, Director, Association for Retarded Citizens
4. Roberto Ianerella, Director, Hinsdale Office State Rehabilitation Agency
5. George Bell, Personnel Manager, Telsit Cooperation

Author's note: The committee may want to list members involved in writing the agreement unless they will also be signing the document. However, when listing roles and responsibilities it is more effective to use the names of agency positions and not of individuals. This will help the implementation of the agreement because it will not be dependent on specific individuals (in case of staff turnover) but on specific agency positions.

Team History: During the course of several in-depth planning meetings, our team has chosen an overall program focus that we all agree is critical, an initial strategy which will enable us to implement an important piece of this program, and a series of major tasks which we are ready to carry out in order to get our strategy in place by September, 1980. These components of our action plan are described below. We welcome your reactions to our plan and will do our best to incorporate your suggestions as we begin in implement our first strategy.

Author's note: If the committee does not want to use this document as a means for gaining reactions to the ideas of the committee; members could include just a section on the team history or move this information into the introduction.

Figure Five (contd.)

Program Focus: Work Adjustment for Handicapped High School Age Youth - We feel that handicapped youth need to learn basic skills that would enable them to hold entry level jobs. We are all aware that many handicapped youth lose their jobs shortly after placement. We feel that this situation could be remedied if these youth could have a more realistic picture of work, an understanding of the importance of personal appearance and being on time, and awareness of how to get along with co-workers and supervisors, and other skills that would improve their adjustment to the work setting.

Initial Strategy: Work Adjustment Workshops for Teachers and Counselors - Although there are many ways to approach the need for work adjustment programming, we felt that the best place to start would be the training of teachers and counselors who work with handicapped youth. This strategy will be a good foundation for future efforts and can be achieved with a moderate investment of time and resources. We therefore decided to plan a series of workshops for teachers and counselors to help prepare them to teach work-adjustment skills to handicapped youth.

Tasks and Timetables: After considering the work to be done in order to implement these workshops, we agreed on the following tasks:

1.	Recruit employers to help conduct workshops	April-June
2.	Recruit school and agency staff to work with employers in planning workshops	May
3.	Plan topics to be addressed in workshops	June-July
4.	Develop format for workshops	July
5.	Schedule workshops	August
6.	Recruit participants	August
7.	Develop materials	September
8.	Hold first workshop	September

Author's note: The committee could expand this plan by listing each person or agency's responsibilities. There also needs to be a space provided for signatures by the appropriate agency personnel.

(Ferrini, P., Matthews, B.L., Foster, J., Workman, J. TERC, The Interdependent Community: Collaborative Planning for Handicapped Youth, pp. 80-81, 1980

Figure Six

COOPERATIVE AGREEMENT
BETWEEN EMPLOYMENT SERVICE AND
DIVISION OF VOCATIONAL REHABILITATION -
DEPARTMENT OF LABOR AND INDUSTRY

PURPOSE: To improve services to clients with special needs in Gloucester County.

OBJECTIVES:

1) Increase number of handicapped served by the Employment Service and Division of Vocational Rehabilitation;
2) Provide resources of both agencies for handicapped applicants;
3) Provide for timely services to handicapped clients;
4) Increase interagency referrals through a cooperative referral system;
5) Make appropriate medical/vocational assessment available to Employment Service applicants;
6) Make resources of Employment Service available to a significant number of handicapped clients.

SERVICES:

1) Division of Vocational Rehabilitation Counselor (Placement Specialist) to provide on-going Job Seeking Skills Training to DVR clients;
2) Employment counselor (special needs) at Job Service to conduct mock interviews using DVR video-tape (when available) with DVR clients at DVR office. Employment Service Counselor will conduct preliminary interview for Job Service at the same time. Employment Service Counselor will assist DVR counselor in group discussion, etc. of video tapes - leading into referral to actual job interview;
3) Both counselors will work cooperatively in job development and employer referral utilizing resources of DVR and Employment Service;
4) Joint clients will be followed up in Jobology groups weekly by Employment Service Counselor and DVR counselor - to be held at the DVR office;
5) Placement statistics will be shared.

Additional services or extension of services not included. Marginal services can be negotiated by appropriate counselor and must be mutually agreed upon.

Figure Six (contd.)

Agreement may be modified at any time at the mutual consent of both parties.

This agreement will remain in effect from 12/1/79 to 12/1/80. It is expected that Job Seeking Skills will not be scheduled until January, 1980 by mutual consent.

EMPLOYMENT SERVICE MANAGER ____________________
WOODBURY

DVR MANAGER ________________________________
WOODBURY

Figure Seven

SUGGESTED REFERRAL SYSTEM

DVR COUNSELOR (Coordinator of Placement)	EMPLOYMENT COUNSELOR (Special Needs)
1. Interviews clients.	1. Interviews Employment Service Clients.
2. Completes Employment Service Forms 571 and 571 B as needed. Sends to Employment Service Counselor.	2. Refers to DVR counselor if appropriate.
3. Schedules for Job Seeking Skills (if needed).	3. Provides GATB testing, typing/shorthand evaluation when needed, vocational counseling.
4. Provides Job Seeking Skills at DVR office.	4. Acts as employer during mock interview utilizing actual Employment Service application and completes for Job Service. Conducts group discussion utilizing video equipment (DVR) when possible in conjunction with DVR counselor on a monthly basis when possible.
5. Writes Placement Services Plan using Employment Service Form 158 - does job development in conjunction with Employment Service.	5. Using Employment Service Form 158 to write Employability Plan - develops jobs.
6. Acts as a leader of on-going jobology group weekly.	6. Acts as co-leader of jobology group weekly in conjunction with DVR counselor.
7. Shares resources and placement statistics/information of joint clients at Employment Service/Division of Vocational Rehabilitation and provides for continuous feedback to primary DVR counselor.	7. Shares placement statistics and resources.

Agreement Developed by: Ms. Carlotta Johnson, Senior Rehabilitation Counselor, Educational Team Supervisor, Department of Labor and Industry, Division of Vocational Rehabilitation Services, Woodbury, New Jersey.

agreed that the document reflects their decisions and actions, a final version can be written. The committee should then call together various personnel from the agencies to participate in the official signing of the agreement.

Summary of Steps for Writing An Agreement

The committee may need to go through several steps in writing their agreement. The members will want to insure that the agreement they sign is something they truly want to implement. This will help to insure that a cooperative effort is established. The committee needs to keep in mind that other agency personnel will be involved in implementing the agreement. Therefore, roles and responsibilities of each agency should be written clearly and concisely to assist other personnel in understanding the intent of the document.

To summarize, this section covered the following steps for writing a cooperative agreement:

1. committee members list general category headings to be covered by the agreement
2. committee members determine specific content areas for each category
3. committee members begin expanding categories and their content by formulating an outline
4. committee members use outline to draft an action plan or the actual written agreement
5. committee members and other appropriate personnel review draft of agreement for comments
6. committee members revise draft if necessary and write final version of agreement
7. committee members and/or appropriate personnel sign the agreement.

COMPONENTS OF EFFECTIVE LOCAL LINKAGE AGREEMENTS

Previously, this chapter has been devoted to discussing the need for agreements, the types of agreements and the means for determining and negotiating the content of a formal written agreement This section will provide information on ways to enhance the effectiveness of an agreement. These points should be considered throughout the entire process of developing local agreements.

There are several components of formal and informal linkage agreements which contribute to their overall effectiveness. The components outlined here are designed to serve as guidelines either in developing an effective linkage agreement or improving those agreements already in existence. It should be noted, however, that these components are provided as suggestions and may be tailored to fit the unique needs of various local situations.

Perhaps the key word which can be applied to all components that will be described is "joint." As an adjective, it is defined as "formed or characterized by cooperation or united action." This definition cannot only be directly applied to linkage agreements, as in all involved agencies uniting to form a linkage agreement, but it can also be used with the various components of effective linkage agreements such as joint planning, joint costs, etc.

By keeping in mind the philosophy behind the word "joint" and utilizing it to the fullest extent in linkage agreements, group cohesiveness, one of the most important components of effective linkage agreements will automatically follow. However, it can only be developed and maintained through persistent use of the word "joint" or the philosophy with which it is associated to every aspect of the linkage agreement. As individuals begin to see how they can work together and contribute to the success of a linkage agreement they will begin to form an interdependency upon each other and thus establish group cohesiveness.

Several other components of effective linkage agreements are described in this section. Even though they are discussed separately and each contributes to effective linkage agreements in its own way, it should be noted that the most effective linkage agreement is one which consists of these components in conjunction with each other.

The Philosophical Intent of the Agreement is Known and Supported by All Agencies Involved

In the case of either a formal or informal local agreement, its general purpose is to expand and improve the service delivery system to handicapped individuals as described by the Memorandum of Understanding. On a local level, however, its purpose can be made more specific by reflecting the unique goals of a particular locality. Both the general and specific purposes of the local agreement are made known to all agencies so that among them they may provide a comprehensive, consistent set of services.

A written or verbal commitment from all involved agencies is necessary before any linkage agreement can be developed. This support for the linkage agreement will serve as the basis for commonality among all agencies.

In a status report done previously for this project a factor which strengthened the linkage process and made for more effective agreements was the feeling that individuals from various agencies were coming together as equal counterparts. This feeling of acceptance is a major factor contributing to the support and effectiveness of the linkage agreement by all agencies.

The Local Linkage Agreement is in Accordance with State and Federal Legislation

The memorandum between the Commissioners of Education and Rehabilitation Services was issued to the states with specific guidelines for state-level linkage agreements. It stated that:

> "Formal cooperative agreements between these agencies should establish specific guidelines for providing the essential services needed by the handicapped student. These cooperative agreements should with respect to services define as a minimum (1) how the services would be a component of a student's IEP and IWRP; (2) benefits to be made available by each agency; (3) eligibility criteria."

This directive from the federal government clearly prescribes the components expected in state level agreements. These guidelines are also applied to the local level as directed by state linkage agreements. At the time of this writing, a wide variety of state linkage agreements exists, ranging from no agreements in some states to formal agreements among all agencies in other states. However, an increasing number of states are moving toward establishing written agreements among all agencies.

States which have provided guidelines for linkage agreements certainly facilitate their development on the local level. It is also beneficial if clear, comprehensive state level linkage agreements are in place from which local linkage agreements can be modeled. This also conveys to local individuals that the state supports their efforts to establish effective agreements. The support contributes to the overall effectiveness of local linkage agreements, but is not absolutely necessary in order for local linkage agreements to be effective.

A Matrix of Services is Developed

Various agencies may have different populations of clients or students which they are responsible for serving. In order to have effective linkages agreements the populations are clearly defined and any duplication or gaps in services are identified so that comprehensive services are provided to each individual.

In order to enhance the effectiveness of linkages a matrix or chart of services describing services to be provided by each agency should be developed. A listing of agencies is made on the left side of the chart while all available services are written across the top. This is depicted in Figure Eight.

Figure Eight

MATRIX OF SERVICES

Services Agency	assessment	job placement	provide inservice	pay for transportation	vocational training	etc.
vocational education						
special education						
vocational rehabilitation						
guidance and counseling						

The matrix should be completed at a joint-planning session in which the goal is to become aware of the services offered by all agencies. It should then be shared with staff members of all agencies through a joint inservice meeting.

The matrix of services provides a basis from which joint planning for individual students or clients can be developed. Writing the IEP or IWRP are two tasks in which all agencies could take part.

An effective linkage agreement will be one which designates one particular agency as having the primary responsibility for particular individuals. For instance, special education may be responsible for handicapped students up to the time they graduate from high school by writing IEP's for each student. Vocational rehabilitation may take over when the handicapped individual graduates from high school by developing an IWRP for that student. Although the primary responsibility for an individual may rest with one sole agency, all other agencies should be made to feel as though they have an equal part in providing services.

Shared costs can also be determined through the matrix of services and joint planning. A linkage agreement will be much more effective if costs are shared among agencies so that no one agency receives an undue amount of financial pressure. This is especially critical to the economic situation as it is today. With funds of all agencies being curtailed it will be necessary to depend more fully upon sharing the financial burden.

Another factor which contributes to effective linkages and is apparent in the matrix of services, is providing a job description to staff members that describes their responsibilities for establishing and maintaining formal or informal linkage agreements. The commitment displayed by an agency to forming effective linkages is very likely to be carried over to its staff members.

IEPs and IWRPs are Planned Cooperatively by All Agencies

The involvement of all agencies in IEP and/or IWRP development is a key element in promoting effective linkage agreements. Not only does it eliminate unnecessary duplication of services, but it also provides the opportunity to all agencies to come together on an equal basis to share ideas. An entire chapter in this handbook is devoted to the discussion of the "Role of the IEP and IWRP in Linkage Agreements" because of the increasing emphasis on collaboration in writing these documents.

Open Communication Exists Between All Agencies

An effective linkage is one which encourages open communication among all agencies. To facilitate this communication, a four-part memo pad could be introduced so that all planning, contacts and evaluation with individuals would be passed on to other agencies. In this way, all would be kept abreast of an individual's progress. A caution exists, however, because of the confidentiality of information. Some agencies will share information with other agencies with the understanding that the information will not be passed on further. Others may require the written permission of the handicapped individual or his or her parent or guardian before any information is shared. Still others may not share any information. The degree to which agencies can legally share information should be established long before the need arises to do so.

Close proximity of agencies is another factor which can promote linkage agreement effectiveness. Although this is sometimes impossible, in cases where it does exist, it can serve to foster the sharing of information, programming, etc.

The Linkage Agreement is Ongoing

A linkage agreement may be formal or informal depending upon the needs of the local agencies. Either agreement can be as effective as the other if certain components are present. Perhaps the most important component of effective agreements is insuring its continuity. That is, making sure the linkage agreement is ongoing if there is a change in personnel. This is especially relevant to informal agreements where nothing is written between agencies.

Evaluation of the Linkage Agreement is Continuous

The effectiveness of a linkage agreement is partly determined by the amount of meaningful evaluation to which it is subjected. Constructive self-evaluation by all agencies will help to identify strengths and weaknesses of the linkage agreement and at the same time provide individuals with the opportunity to express their views on ways it could be improved. This will contribute to the effectiveness of the linkage agreement if individuals feel comfortable in providing their opinions for improving the agreement.

External evaluation by state and/or other local people will help to identify strengths and weaknesses of the linkage agreement that may have been overlooked by local individuals because of their familiarity with the agreement. An external source can help to point these out, especially since they are an impartial body.

An advisory committee consisting of representatives from all agencies as well as other individuals should be established to suggest to agencies ways in which the linkage process is successful and ways it could be improved. Such a committee can help to facilitate positive communication and cooperation among agencies at all levels.

The Linkage Agreement is Utilized to Its Fullest Extent

Any linkage agreement cannot begin to be effective unless it is used to its fullest extent. Also, adhering to the conditions spelled out in the agreement and eliminating unnecessary conditions which are not being used will help to make the linkage agreement more effective. It is crucial to determine if linkage agreements are being used through a meaningful evaluation as described in the previous section.

Summary of the Components of Effective Local Linkage Agreements

The components which have been discussed all contribute to the effectiveness of local linkages. While all are important, some may make more of a difference to the overall effectiveness of a linkage agreement. If the local linkage agreement is in accordance with state and federal legislation and the philosophical intent of the agreement is known and supported by all involved agencies the agreement has a sound groundwork on which to build.

ROLE OF STATE PERSONNEL IN ASSISTING LOCAL COMMITTEES IN DEVELOPING AGREEMENTS

State personnel can play an active role in assisting local linkage committees develop agreements. State agencies can disseminate information, provide inservice training, offer funds and participate in leadership activities to enhance the local level agreement process. The state can provide the necessary support to insure the success of the local linkage committee efforts.

Activities performed by the state in the area of disseminating information are numerous. Several suggested ideas include issuing guidelines concerning the roles and responsibilities of each collaborating agency, the interpretations of current federal and state laws, and the components necessary for writing an effective interagency agreement. State personnel could share information concerning state level agreements and their impact on the local level. In addition, state personnel could publicize local agreements among various localities, informing committees across the state of other collaborative efforts in progress.

Funding and other resources are an important part of an agreement. State personnel could assist the local linkage committees by insuring that adequate resources are available for their use. Also, clear guidelines should be given so that local level personnel are aware of how their agencies' monies and resources can be allocated.

Inservice training is an effective tool for disseminating information and assisting local personnel in establishing cooperation. State personnel could develop workshops covering such issues as effective components for establishing agreements, communication skills, "how-to's" for writing interagency agreements and other topics related to interagency collaboration. State personnel could develop an interagency inservice model and travel to various parts of the state as teams to present this model to local agencies. By sponsoring a multi-agency inservice, several organizations could begin to learn ways for developing local agreements.

State personnel can provide the impetus for developing local agreements through a leadership role. By working as a "consultant" to local linkage committees, necessary information and resources can be made available to help facilitate the negotiating and writing of an agreement. Technical assistance could be provided to assist the local committee in securing such information as the number of handicapped persons in the state and the roles and responsibilities of each agency. Additionally, staff members on the state level can encourage the initiating of cooperative agreements on the local level through the role they play in their own state agencies. By taking the lead to build collaboration on the state level, state personnel will be providing an impetus and direction for agencies on the local level. This kind of leadership is important in order to build common goals for agencies both on the state and local level.

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CHAPTER 4

The Role of the IEP and IWRP in Linkage Agreements

Gabrielle Banick Wacker

INTRODUCTION

The previous chapters have focused on the development of linkage agreements to insure the delivery of a comprehensive set of services to handicapped students in vocational education. In discussing the delivery of services to handicapped students, the roles of the Individualized Education Program (IEP) and the Individualized Written Rehabilitation Program (IWRP) need to be clearly defined prior to incorporating these documents into the linkage agreement. This chapter addresses several of the issues associated with the role of the IEP and IWRP in linkage agreements and ways they can be developed to serve handicapped students in vocational education.

Designing an educational plan tailored to the individual needs of each handicapped student has been receiving increased emphasis by all agencies involved in serving handicapped students. Because of the common concern of these agencies to provide the most comprehensive set of services to all handicapped students, the IEP and IWRP are playing an increasingly important role in formal and informal linkage agreements. This concern is reflected through the following discussion of the cooperative development of an IEP or IWRP.

In the past, IEPs and IWRPs were written by single agencies; Special Education wrote IEPs, while Vocational Rehabilitation developed IWRPs. Although these agencies had and still have primary responsibility for their respective documents, input from other agencies is essential to providing the most comprehensive range of services to handicapped students. Unfortunately, the interface of agencies has been sparce and generally limited to the implementation phase, rather than involvement in planning. It is easy to see why duplication of services, breakdowns of communication, and feelings of mistrust occur when other agencies also responsible for serving handicapped students are not involved in planning those services. Ultimately, because of this lack of cooperatively developed programs, handicapped students have, at times, received incomplete or inconsistent services from various agencies. Hence, the need for linkage agreements describing the involvement of all agencies in providing services and developing the IEP or IWRP becomes apparent.

Several state and national linkage agreements have included recommendations for collaborative planning. Some of these agreements specify the role of each agency in the development of IEPs or IWRPs while others merely say that cooperative planning should exist between agencies. The goal is for these roles to be clearly spelled out in all agreements. This was further emphasized by Doris Weber of the United Cerebral Palsy Association in a testimony before a Senate panel. She stated that, ... "more interagency agreements are needed between state and local agencies to meet the needs of handicapped students. Congress must consider providing more federal dollars to back up services called for under interagency agreements." (Weiner, August 13, 1980)

At this point, it is necessary to establish a common groundwork on which to base the remainder of our discussion. Components of the IEP and IWRP, legislation affecting these plans and the reasons for IEP's and IWRP's major role in agreements will be the focus of the first part of the chapter. The expectations which the federal government has for the states, and how the states are reacting to these recommendations, comprises the next part of the chapter. Finally, the role of the IEP and IWRP in local agreements, the advantages and weaknesses of this role and suggestions to capitalize on this relationship are discussed.

The components of the IEP and IWRP provide a frame of reference from which to begin the exploration of their role in agreements. The figure on the following two pages outline the important aspects of each document.

Figure Nine

COMPONENTS OF THE IEP AND IWRP

	IEP	IWRP
Title	Individualized Education Program	Individualized Written Rehabilitation Program
What is it?	A written plan describing the educational objectives for and the services to be provided to each exceptional child.	A written program specifying the types of rehabilitation services to be provided and the duration of these services to each eligible client.
Goal	To provide a free, appropriate public education and related services to all handicapped children between the ages of 3 and 21.	To help client become employed.
Law which mandates documents	P.L. 94-142 - The Education of All Handicapped Children Act.	93-112 - The Rehabilitation Act of 1973 (as amended).
Purposes of document	1) Assure provision of individualized services, 2) Provide direction for making educational decisions, 3; Provide a common format for planning, 4) Outline map for implementation, 5) Provide a means of communicating among planners, implementers, and evaluators, 6) Provide a basis for evaluation of the total educational program, 7) Help standardize the quality of services. (Goldsmith, J.L., et. al., 1978)	1) Formalize case planning and management by setting forth intermediate rehabilitation objectives and employment goals, 2) Specify the means and time frames for achieving the intermediate objectives and goals, 3) Involve the client in the planning and development of the IWRP, 4) Protect the client's rights. (U.S. Dept. of Ed., Rehab. Regulations).
Sequence or Levels of Service	I. The Comprehensive Plan (conference) II. The Implementation III. The Evaluation (Lynn, et. al., 1978)	I. Extended Evaluation Services (conference) II. Specific training III. Follow-up supportive services after the individual has been placed on the job. (Weisgerber, 1980)
Conference Participants	1) A representative of the public agency, other than the child's teacher, who is qualified to provide, or supervise the provision of, special education, 2) The child's teacher, 3) One or both of the child's parents, subject to 121a.345, 4) The child, where appropriate, 5) Other individuals at the discretion of the parent or agency. (U.S. Dept. of HEW, 1977)	1) Client (or parent, guardian or other representative of client, when appropriate), 2) Rehabilitation counselor (U.S. Congress, 1979)
Principle parts of document	1) A statement of the child's present levels of educational performance, 2) A statement of annual goals, including short term instructional objectives, 3) A statement of the specific special education and related services to be provided to the child, and the extent to which the child will be able to participate in regular educational programs, 4) The projected dates for initiation of services and the anticipated duration of the services, and 5) Appropriate objective criteria and evaluation procedures and schedules for determining, on at least an annual basis, whether the short term instructional objectives are being achieved. (U.S. Dept. of HEW, 1977)	1) A statement of long range rehabilitation goals for the individual and intermediate rehabilitation objectives related to the attainment of such goals, 2) A statement of the specific vocational rehabilitation services to be provided, 3) The projected date for the initiation and the anticipated duration of each such service, 4) Objective criteria and an evaluation procedure and schedule for determining whether such objectives and goals are being achieved, and 5) Where appropriate, a detailed explanation of the availability of client assistance project established in such area pursuant to sec. 112 (U.S. Congress, 1979).

Figure Nine (contd.)

	IEP	IWRP
Legislated date for review of document	Annually or as necessary	Annually or as necessary
Clients Rights ...and Remedies	Right to prior notice, Right to a hearing, Right to counsel, Right to examine records, Right to an independent evaluation, Right to have advocates present.	Right to be fully consulted regarding an amendment to the IWRP. The client may discuss a problem or grievance with a rehabilitation counselor or coordinator at any time upon scheduling an appointment. If dissatisfied with any action with regard to the furnishing or denial of vocational rehabilitation services, the client may file a request for an administrative review of the action to be made by a member or members of the supervisory staff of the State agency. If dissatisfied with the finding of the administrative review, the client will be granted an opportunity for a fair hearing before the State agency administrator or his designee. As a condition of any action to change status from eligible to ineligible for vocational rehabilitation, the client will be given the opportunity for full consultation in such a decision. (U.S. Dept. of HEW, RSA, 1975)
Advantages of document	1) Enforces a view of handicapped children as individuals rather than as faceless members of a category, 2) It provides accountability for achieving specific goals in specified periods of time, 3) Serves as a quality control mechanism, requiring the discipline of developing plans that are well-reasoned and well-considered, 4) By calling the involvement of parents, it fosters closer communication and greater trust between the school and the community, 5) Replace random instructional activities, based on standardized goals, with particularized activities calculated to achieve goals important to the particular student, 6) It promotes term-to-term continuity and consistency by virtue of the requirement that can readily be referred to.	1) Strengthens the individual client's own understanding and sense of participation in the development, evaluation and carrying through of his or her own rehabilitation plan, 2) It provides the expressed views of the client regarding goals, objectives, and services planned, 3) The IWRP process is now set forth in law rather than only in the regulations and other policy documents, 4) Stresses placement (in a job) continuously rather than a discrete step near the end of the vocational process. (U.S. Dept. of HEW, RSA, 1975)
Characteristics of a good document	1) Communicates clearly to teacher, parents, administrators, 2) Serves as the basis for instruction, 3) Is the basis for evaluation, 4) Is meaningful for the child. (Schipper and Wilson)	1) Serves as a plan of action, 2) Is a statement of mutual understanding, 3) Is a case service instrument. (U.S. Dept. of HEW, RSA, 1975)
Ways in which the document improves vocational education for handicapped students	Outlines the goals and objectives for handicapped students in vocational education.	Provides clients with employment goals.

LEGISLATION EFFECTING IEPs AND IWRPs

The Education for All Handicapped Children Act (P.L. 94-142) and The Rehabilitation Act of 1973 (P.L. 93-112, as amended) are the two main pieces of federal legislation effecting the IEP and IWRP. Each law defines the document and the conditions under which it should be written.

The Responsibilities of Various Agencies in Writing IEPs

As previously mentioned, special education has the primary responsibility for implementation of P.L. 94-142 and thus the designing of IEPs. While in the legal sense, this is true, it is imperative that vocational education, vocational rehabilitation and guidance become involved in IEP development if they are also responsible for its implementation. This is particularly necessary when an agency other than special education provides services to a handicapped student for a major portion of his or her day. A representative of that agency should be involved in IEP development since they will be expected to implement portions of the program for a handicapped student as set forth in his or her IEP. In addition, although the local and state education agencies have the responsibility of guaranteeing that all services outlined in the IEP are provided, it must still work closely with other agencies to fulfill this responsibility. The Department of Education has determined that an IEP outlining all the special education and related services a student is to receive must be developed prior to the student's placement in any special education program. Only after meaningful assessment activities are conducted and placement decisions are made can the appropriate services be provided (Weiner, January 14, 1981). Without these two activities, placement of a student in a vocational class can be detrimental to both student and staff. The following paragraphs describe why vocational education, guidance and vocational rehabilitation view themselves as contributors to placement decisions and IEP development.

Vocational education is included in P.L. 94-142's definition of special education if it consists of specially designed instruction at no cost to the parent(s), and its purpose is to meet the unique needs of a handicapped student. Weisgerber in A Special Educator's Guide to Vocational Training (1980), indicates that the law does not say that every handicapped student must receive vocational education but access to regular vocational education is:

1. as much the right of a handicapped student as a non-handicapped one
2. predicated on what is best for the child, in no way giving an option of acceptance or rejection to the designated teacher, and
3. consistent with the goal of providing a free, appropriate education for the handicapped. (Weisgerber, 1980)

The Education Amendments of 1976 (P.L. 94-482) describe the function of vocational education in serving handicapped students. The Amendments are consistent with P.L. 94-142 in that they, too, provide a free and appropriate education to all handicapped students. In addition, vocational education can play more than just a supportive role in educating these students. Particularly, vocational educators may assist with IEP development by conducting vocational assessment activities with students and also helping in determination of short and long term occupational goals. While the special educator may have first hand knowledge of a student's academic, social and some vocational skill areas, it would be unrealistic to assume that they would be knowledgeable of vocational assessment procedures and current occupational information. The vocational and special educator can compliment each other in IEP development by bringing together their respective expertise.

Guidance and counseling can further compliment this relationship and in fact, is referred to as a "related service" in P.L. 94-142. Humes (1978) contends that guidance personnel can serve as a substitute for the local school district or as a resource person with information from school records in IEP meetings. In describing a counselor's role in 94-142, Humes recommends that all staff members who execute the IEP should have a part in its development. Counselors can play a key role in IEP development especially if counseling is a major part of student's program. Other ways in which counselors have recommended they be utilized in delivery of services to handicapped students include:

1. group and individual counseling with children and parents
2. planning, managing, and supervising curricular modifications consistent with a least restrictive environment
3. consulting with other staff members in planning school programs to meet the special needs of children as indicated in the IEP
4. disseminating occupational and vocational information for career decision making to enable individuals to cope with their handicap, and
5. interpreting evaluation procedures and results for purposes of developing an IEP. (Humes, 1978)

Vocational guidance and counseling services can be used in the same manner as general education counselors. Their responsibilities outlined in P.L. 94-482 include providing more indepth counseling in vocational and educational options, assisting with job placement and following up of vocational education students. Meeting the occupational needs of special students in vocational education is a high priority of this group.

Vocational rehabilitation services are included as a "related service" in P.L. 94-142. Since vocational rehabilitation writes a plan of their own (the IWRP) it is necessary that they are aware of the IEP contents to avoid unnecessary duplication of services and to enhance coordination and cooperation. This provision is not specifically stated in the Rules and Regulations of 94-142. Further, Razeghi states that P.L. 95-602 intends that "linkages between schools and rehabilitation agencies be strengthened." Specifically:

> "the regulations call for cooperation in writing educational and rehabilitational plans called for under federal handicapped education and rehabilitation laws, sharing medical and other diagnostic information and hammering out interagency agreements to 'distribute responsibility for provision of services and resources.'" (Weiner, February 13, 1980)

The Responsibilities of Various Agencies in Writing IWRPs

The guildelines for the IWRP indicate that vocational rehabilitation is responsible for the writing and implementation of the IWRP. Vocational education, guidance and counseling and special education are becoming more involved in vocational rehabilitation services.

Vocational education is included in the legislation of The Rehabilitation Act of 1973 (P.L. 94-112) under the scope of rehabilitation services. Vocational services are indicated on the IWRP, but not always utilized to their fullest extent. The American Coalition of Citizens with Disabilities (ACCD) has recognized the need for schools to unite with vocational rehabilitation agencies in providing services to handicapped students. As reported in Education of the Handicapped, (February 13, 1980), the separation of these two agencies has caused "a shocking lack of vocational preparation for the handicapped." The article called for cooperation between schools and vocational rehabilitation in writing IEPs and IWRPs.

Guidance services are also mentioned in the scope of rehabilitation services in P.L. 93-112. Vocational rehabilitation is oriented to placing students in the job market after training. There are some clients, however, who would benefit more from a postsecondary educational experience. Guidance counselors, along with special and vocational educators, can assist clients in making decisions about vocational school or college. These goals can then be incorporated into a client's IWRP

Special education's role in IWRP development has been undergoing some changes since it is not specifically addressed in P.L. 93-112. Again, the ACCD has proposed rules that have several "key thrusts which extend the scope of rehabilitation services to include education agencies" (Weiner, February 13, 1980). Wyoming (1979) is beginning to acknowledge the relationship between special education and vocational rehabilitation. Its agreement between the Division of Vocational Rehabilitation, the Vocational Unit and the Special Programs Unit of the State Department of Education states that the IEP can serve as an appropriate substitute for the IWRP if the rehabilitation counselor and student had input into its development.

Legislation in Review

The reason behind the role of the IEP and IWRP in linkage agreements is to provide the best possible services to handicapped students and clients.

It was especially difficult for local education agencies to combine forces in writing the IEP or IWRP when the agencies themselves had a difficult time interpreting the laws. This caused the new Education Department to issue a policy statement for IEPs. As reported in Education of the Handicapped, (July 8, 1980), this new interpretation was very similar to the original writing of P.L. 94-142.

STATES EFFORTS TO INCORPORATE IEPs AND IWRPs INTO AGREEMENTS

The states were encouraged by the federal government, to incorporate collaborative planning of IEPs into their agreements. This was done by states in various ways. Some specifically mentioned provisions for collaborative planning of IEPs while others merely suggested it. In reviewing agreements from states it was found that several states had included IEPs and IWRPs in their agreements. These states were on their way to following the suggestions made by the federal government in its memorandum. The following excerpts from agreements between agencies on the state level provided an exceptionally good model for collaborative IEP and IWRP planning.

- Division of Education for the Handicapped will encourage public schools and education agencies to have vocational education and vocational rehabilitation staff involved in the writing of the individual education program, whenever appropriate. (Tennessee, 1979)
- A cooperative effort between vocational education personnel and special education personnel should exist to plan the educational program of handicapped individuals. Where an IEP/IWRP exist simultaneously, the respective rules for each shall apply with the additional responsibility for close coordination and cooperation among all parties to effect appropriate, non duplicative education/rehabilitation programs and services delivery for the handicapped person. (Pennsylvania, 1979)
- The local staff of the three agencies (Vocational Education, Special Education, and Vocational Rehabilitation) will be involved in local placement committee meetings when appropriate so that any client's IEP/IWRP will be developed as one program plan and reviewed at least annually. (South Dakota, 1979)

- A representative of Rehabilitation Services and Vocational Education should be involved as a member of the local district Child Study Team when individual education plans/programs are written for handicapped/exceptional students at the secondary level. (Idaho, 1978)
- Appropriate school personnel (teachers, counselors, nurses, etc.) will be encouraged to participate in the development of the IWRP. The IEP concept will be supported by vocational educators and they shall assist in developing the IEP when it is anticipated handicapped persons will be placed in regular or special vocational programs. (Wyoming)

It was interesting to note how state policy makers viewed their own agreement concerning IEPs and IWRPs. In "Worksheet I - Linkage Overview" of the project, "Vocational Education Models for Linking Agencies Serving the Handicapped," (Tindall, 1980) this topic was explored. The respondents to the worksheet were from special education, vocational education, vocational rehabilitation, and guidance. Their task was to analyze the components of their State agreement. These comments reflected the current role of IEPs and IWRPs in State agreements. In summary, of the 17 responses to the worksheet, several indicated collaboration between special education, vocational education, and vocational rehabilitation in regard to IEP and/or IWRP development. A few listed guidance as a partner in collaboration.

Overall, the comments provided insight into the emphasis that collaborative IEPs and IWRPs are receiving. Since the issuance of the federal memorandum, states have slowly but surely moved toward adoption of the federal guidelines. The majority of states have included general or specific provisions for IEPs and IWRPs in their agreements. Other states are in the process of establishing IEP and IWRP provisions in their agreements, while a few still have not given this issue much priority.

LOCAL IMPETUS FOR HAVING IEPs AND IWRPs IN AGREEMENTS

It would have been expected that the sequence of directives -- from federal to state to local -- would automatically insure collaborative IEP and IWRP development between all local agencies. Unfortunately, this was not the case, and it would be unfair to lead the reader to believe that this was so. An informal telephone survey of vocational educators, conducted for this project emphasized this point. Its purpose was to determine the status of IEPs and IWRPs in linkage agreements at the local level. A caution exists in generalizing the survey's findings since the sample was small and not randomly selected. The information obtained, however, did give an indication of the concerns associated with collaborative IEP and IWRP development. Again, cooperation existed mostly between special education and vocational education. The following points highlighted the local perspective obtained through the survey.

1. Special educators are not counselors and therefore should not try to provide all the counseling services to handicapped students.
2. Special education is beginning to realize the value of vocational education especially through occupational training and in providing additional funding for handicapped students.
3. Even though collaboration for development of IEPs and IWRPs is written into state agreements, it exists mostly on an informal basis on the local level.
4. In some cases, collaborative development of IEPs and IWRPs is expected, often times appearing in descriptions of job responsibilities.
5. Certain factors discourage participation in IEP or IWRP development by professionals other than special educators because of lack of time or administrative support or limitations of confidentiality laws.
6. It is possible that IEPs will be required for all students in the future and therefore professionals must be knowledgeable of IEP development. (Wacker, 1981)

These observations were provided mainly for informational purposes and were not identified with any particular individual. Interestingly enough, when the participants were asked about the role of the IEP and IWRP in linkage agreements in their particular situation, a few responses indicated that the IEP or IWRP was the linkage between agencies. For the purposes of this project, the IEP and IWRP were viewed as a facet of interaction contributing to the entire linkage process and were not linkages in themselves. On the other hand, if the linkage process began through collaborative IEP and IWRP development, then that was more desirable than no linkage development at all.

Establishing the Role of the IEP and IWRP in Linkage Agreements

After establishing a linkage agreement through the steps previously outlined in this handbook, it is important to consider the desired role of the IEP and IWRP in that agreement. Ideally, a clear description of each agency's role with each other would facilitate interagency cooperation. In short, the process of integrating cooperative IEP and IWRP development into a linkage agreement has six basic steps:

1. Identify the responsibilities of special education, vocational education, vocational rehabilitation and guidance and counseling in developing of the IEP and IWRP.
2. Determine the type and amount of input each agency will have in the development of the IEP and IWRP.

   Consideration should be given to:

    - the input each agency desires, and
    - the input mandated by existing federal and/or state legislation or linkage agreements.
3. Establish a matrix of services to be provided by the cooperating agencies.
4. Conduct joint meetings to cooperatively develop the IEP or IWRP.
5. Guarantee that all agencies will be kept informed of student progress and evaluation results.
6. Incorporate the description of each agency's role in the development of the IEP and IWRP into the linkage agreement.

Identifying Possible Problems with IEPs and IWRPs in Linkage Agreements

There are several potential problems associated with incorporating provisions for IEP and/or IWRP development into a linkage agreement. Agencies should cooperatively identify these problems and ways they can be avoided prior to their occurance. A discussion of several possible problems, solutions and practices to enhance the provision of vocational education to handicapped students is found in the following paragraphs.

The legislation of P.L. 94-142 requires that all handicapped students receive an appropriate education. The definition of an appropriate education, as stated by Broderick (Weiner, March 12, 1980), is one "which guarantees each handicapped child have the opportunity to 'achieve his full potential commensurate with the opportunity provided to other children.'" Along the same line, the purpose of The Rehabilitation Act (as amended) is to provide a comprehensive and coordinated program of vocational rehabilitation and independent living. These two laws provided the background from which collaboration in development of IEPs and IWRPs was to emerge.

FEDERAL IMPETUS FOR INCLUDING IEPs AND IWRPs IN AGREEMENTS

In 1978, the U.S. Commissioners of Education and Rehabilitation Services issued a joint memorandum that served as a directive to states in developing interagency linkages. Its subject was the development of formal cooperative agreements between the agencies of special education, vocational education and vocational rehabilitation. It included the expectation that states would develop new agreements between these agencies during FY 1979.

The impact that this memorandum had on agreements in collaborative planning of IEPs and IWRPs was significant. It stated that all services indicated in an IEP or IWRP would not have to be paid for solely by the agency writing the plan. The cost could be shared by other agencies. References to other agencies would then be included in the plan. The most significant impact came with the following directive:

- Both the Rehabilitation Services Administration and the Office of Education strongly encourage State education agencies and State vocational rehabilitation agencies to develop collaborative IEPs and IWRPs at the earliest time appropriate to each eligible individual. (Commissioners of Education and Rehabilitation Services, 1978)

The federal government gave states the impetus needed to develop philosophies similar to those expressed in the memorandum. However, it hampered efforts in one respect by its failure to give directions to the states in interpreting both P.L. 94-142 and 93-112 (as amended).

Unfamiliarity of Terminology and Procedures Used by Various Agencies

Like other professions, special education and vocational rehabilitation have been known to use acronyms in their day-to-day operations. Other professionals may or may not be familiar with these abbreviations but may hesitate in asking their meaning. Clarification of all terminology should be made by the special educator or vocational rehabilitation counselor to avoid any possible breakdown of communication.

The procedures used in special education and vocational rehabilitation are outlined in P.L. 94-142 and P.L. 93-112. Other professionals are not expected to know these procedures, but can become familiar with them through inservice training. Also, providing each person responsible for vocational education for a handicapped student with the Rules and Regulations of P.L. 94-142 and P.L. 93-112 will provide them with a reference for their own use.

Limited or Lack of Input into IEP or IWRP Development by Various Agencies

Professionals unfamiliar with special education or vocational rehabilitation may be hesitant in participating in IEP or IWRP development for a variety of reasons. Schipper and Wilson (NASDSE) identified increased time commitment as well as teachers being requested to complete activities for which they had not been prepared as two problems in cooperative IEP or IWRP development. At times, a handicapped student is placed in a vocational class without pertinent information about that student given to the vocational instructor. This can create a hazardous situation especially with the use of equipment. A linkage agreement can help to alleviate these problems by encouraging open communication between professionals and providing opportunities for shared inservice in agency procedures.

A question commonly asked by professionals is, "Must vocational education services be listed in a student's IEP?" The answer is yes for the following reasons:

> Both P.L. 94-142 and P.L. 94-482, the Vocational Education Amendments of 1976, require that vocational education be listed in a child's IEP. In addition, the Vocational Education Data System mandated in P.L. 94-482 requires that local and State agencies providing vocational education to handicapped students use the IEP as a basis for reporting services.

> If a handicapped child is in a vocational education program and needs no special modifications to the program to compensate for his/her handicap, then his/her participation in the program need only be noted in the section indicating the extent of the child's participation in vocational education. However, if participation in vocational education is included as a part of a total special education program, or if modifications to the normal vocational education program are required to compensate for the child's handicap, then the vocational education program would have to be addressed in the IEP in the same way as any other area of special education. (Project PIPE, 1981)

It is imperative that vocational education be involved in the development of IEPs because of the directives in P.L. 94-142 but also because of the benefits it provides to handicapped students. Gill and Langone summarize the relationship between special and vocational education by saying that special education adds a knowledge and understanding of the learner to the IEP. Conversely, vocational education adds a knowledge and understanding of occupational content to the IEP.

Vocational Rehabilitation agencies also need to involve other agencies in the development of the IWRP especially in identifying the vocational education a student has already had. Also, special education and guidance and counseling can identify the services that they have previously provided to a vocational rehabilitation client and make suggestions on services needed in the future.

The involvement of the vocational educator in the IEP or IWRP development is sometimes limited because of external forces. Time may not be allocated for the vocational instructor to attend IEP meetings, meet with the vocational rehabilitation counselor or develop the vocational component of IEPs and IWRPs. With regard to IEPs, Albright and Hux (1979) identified several concerns and recommendations of vocational educators for IEP improvement. Two such recommendations were:

1. having a person responsible for coordinating the vocational program with the rest of the IEP
2. mandating involvement on the part of the vocational teacher by the school district.

Development of the IWRP could be treated the same way by the district. However, in order for this to happen, an administration within a school must make a commitment to the cooperative development of IEPs and IWRPs. This support is essential to developing linkages between departments and agencies and providing the most comprehensive set of services to handicapped students in vocational education.

Lack of Parental Input into IEP and IWRP Development

Public Law 94-142 states that:

> ...the public agency shall take whatever action is necessary to insure that the parent understands the proceedings at a meeting (U.S. Department of HEW, 1977).

Properly carried out, this task will alleviate the problem of the parent's inability to understand technical jargon used in writing IEPs. A linkage agreement established between all of the agencies responsible for a particular student can facilitate a parent's involvement in IEP or IWRP development especially if the parent has established a positive working relationship, with at least one agency. By working through a staff person with whom the parent feels comfortable, other agencies will have a better chance of obtaining parental input into their portion of the IEP or IWRP also. A linkage agreement between all involved agencies can further increase parental involvement by providing parents with the knowledge of the total range of services offered to their son or daughter.

It has been stated that all of the professionals responsible for servicing handicapped students should have the opportunity for input into the IEP or IWRP. At the same time, it is important to remember not to overwhelm parents at IEP or IWRP meetings with the number of professionals present. Input can be obtained from various agency personnel prior to the meeting. The special education teacher can then convey the concerns, and recommendations of other professionals to the parent at an IEP meeting while the vocational rehabilitation counselor can do the same at an IWRP meeting. The only difference is that a parent may not need to be present at an IWRP meeting if a client is capable of understanding the proceedings of the meeting.

SUMMARY

The White House Conference on Handicapped Individuals (1977) best summarized the philosophical intent of this chapter. It stated that, "it must be recognized that a single agency is not appropriate for every objective." Therefore, the collaboration of agencies in providing services is necessary so that handicapped students receive the appropriate and needed services.

Cooperative development of the IEP and IWRP plays a vital role in linkage agreements. It is only with this cooperation that we can hope to provide the best, most comprehensive set of services to handicapped students in vocational education.

Sample IEPs and IWRPs are included on the pages following this summary. The examples depict the cooperative development of IEPs and IWRPs through the involvement of special education, vocational rehabilitation and vocational education. Each document shows various ways in which vocational education can be tailored to meet the needs of the handicapped.

Figure Ten

Author's Note: The chart below is an example of a handicapped student's annual goals, instructional objectives and implementation plan for a vocational course in Commercial Baking. This chart is accompanied by a student's record of performance of program competencies which is found on the following page.

GREAT OAKS JOINT VOCATIONAL SCHOOL DISTRICT

INDIVIDUAL VOCATIONAL EDUCATION AND SUPPORT SERVICES PLAN

STUDENT'S NAME ________ HOME SCHOOL A PROGRAM COMMERCIAL BAKING

CAMPUS ________ INSTRUCTOR ________ SUPPORT TEACHER ________ DATE ________

ANNUAL GOAL(S)	INSTRUCTIONAL OBJECTIVES	IMPLEMENTATION PLAN
Preparation for Employment in Commercial Industry	To achieve 75-100% competency on performance objectives of program curriculum Specific Objectives: Student Will	Progress will be monitored and support services provided where necessary to supplement classroom and laboratory instruction
	1.1 Develop attitude of sticking to assigned task until completed	1.1 Vocational Instructor will give oral direction outlining step by step procedure at the beginning of each task - reinforce procedure when necessary
	2.1 Develop responsibility in the taking of attendance	2.1 Attendance will be monitored DAILY by support teacher with assistance by the visiting teacher
	3.1 Develop ability to follow written instructions (reading and following standardized formulas)	3.1 Support teacher will provide clear, legible written copies of assignment and recipes
	4. Concentrate on ability, calculate, weigh and measure standardized formulas	4.1 Individual assignments and practice will be designed and monitored by support teacher
(Britt, 1981)		4.2 Extra practice will be provided by the vocational instructor (student teaming when necessary)

Figure Eleven

Author's Note: The following list of program competencies accompanies the preceeding chart which is the "Individual Vocational Education and Support Services Plan." A handicapped student's performance can be recorded below.

GREAT OAKS JOINT VOCATIONAL SCHOOL DISTRICT

Student B Instructor __________

Please identify the level of performance the student has reached on the following program competencies.

	0%	25%	50%	75%	100%
1. Operate all types of hand tools and stationary equipment found in retail or small wholesale bakeries				X	
1. oven		X			
2. mixer			X		
2. Maintain and care for bakery equipment					X
3. Use standardized formulas and recipes effectively (scaling)		X			
4. Apply principles of sanitation					X
5. Requisition and order quantity supplies*	X				
6. Store bakery and paper supplies properly					X
7. Develop work schedules and utilize personnel effectively*	X				
8. Package and label bakery products according to established standards and procedures					X
9. Demonstrate skill in preparing all types of batters and doughs		X			

*Additional comments can be added on back. (Britt, 1981)

Figure Twelve

Author's Note: An example of the Vocational Aspects of a student's IEP is found below. This IEP lists the long and short term objectives as well as the student's progress in meeting those objectives.

S A M P L E

INDIVIDUAL EDUCATION PLAN*
Vocational Aspects

CARPENTRY
Stage I

Student ______________________ Grade __________ Date ____________ RVI Teacher ________________

Vocational Instructor __________________________

Long Range Objectives:

Student will be able to demonstrate job entry level skills in construction trades sub-cluster of carpentry	
	Accomplished
	Progress being made
	Progress not made
	Objective dropped
Comments:	

Short Term Objectives:

1.

Student will be able to demonstrate basic skills in measuring, layout and checking	
	Accomplished
	Progress being made
	Progress not made
	Dropped
Comments:	

2.

Student will be able to demonstrate basic skills in using hand saws	
	Accomplished
	Progress being made
	Progress not made
	Dropped
Comments:	

3.

Student will be able to demonstrate basic skills in using power saws	
	Accomplished
	Progress being made
	Progress not made
	Dropped
Comments:	

4.

Student will be able to demonstrate basic skills in using hand drilling tools	
	Accomplished
	Progress being made
	Progress not made
	Dropped
Comments:	

Student will be able to demonstrate basic skills in using power tools	
	Accomplished
	Progress being made
	Progress not made
	Dropped
Comments:	

Student will be able to demonstrate basic skills in using driving tools	
	Accomplished
	Progress being made
	Progress not made
	Dropped
Comments:	

*Developed from State Curriculum Guides or Curriculum Supplements.

(Gill and Langone, 1978)

Figure Thirteen

Author's Note: The sample IWRP appearing below lists the vocational handicaps and objectives of a handicapped client. Beginning and ending dates of service and evaluation criteria are also provided.

BVR *X* BSB ___ Client Name ______________ Case Number __________

INDIVIDUAL WRITTEN REHABILITATION PROGRAM

Vocational Goal:	D.O.T.:	Expected Completion Date:
Office Clerk - BLM	*219-362-010*	*12/31/81*

Vocational Handicap(s)

1. *Difficulty with mobility and any activities requiring more than gross manipulative skills. (quadriplegia)*
2. *Employer and employee prejudice based on severity of disability.*
3. *Lack of suitable transportation.*

	Beginning Date	Ending Date	Evaluation Criteria/Schedule
Intermediate Objective: *Insure employment stability*	*11-24-80*	*12-31-81*	
Key Service(s): *1. Regular meetings with client and employer to monitor progress and problems in training.*	*11-24-81*	*12-31-81*	*Employment evaluation. Feedback from client and employer.*
2. Job retention counseling.			
3. Educate BLM Staff (quadriplegia)	*11-24-81*	*12-31-81*	
Similar Benefits Investigated *NA*			
Intermediate Objective: *Eliminate transportation problem*			*Client able to provide own transportation or suitable alternative.*
Key Service(s): *1. Coordinate and pay for transportation during investigation of van.*	*11-24-80*	*10/81*	
2. Drivers evaluation of Santa Clara Valley Medical Center	*7/81*	*7/81*	*Drivers evaluation report*
3. Van modification if feasible and realistic	*9/81*	*12/81*	*Van modified*
Similar Benefits Investigated *SAMI, BIA*			
Intermediate Objective: *maximize clients potential in employment setting*			
Key Service(s): *1. Analysis of job site, and tasks to identify additional tasks client could handle and restructure job as necessary. (OT and work evaluator)*	*7/81*	*7/81*	*Report from evaluation team*
Similar Benefits Investigated *Agency support personnel. BLM*			

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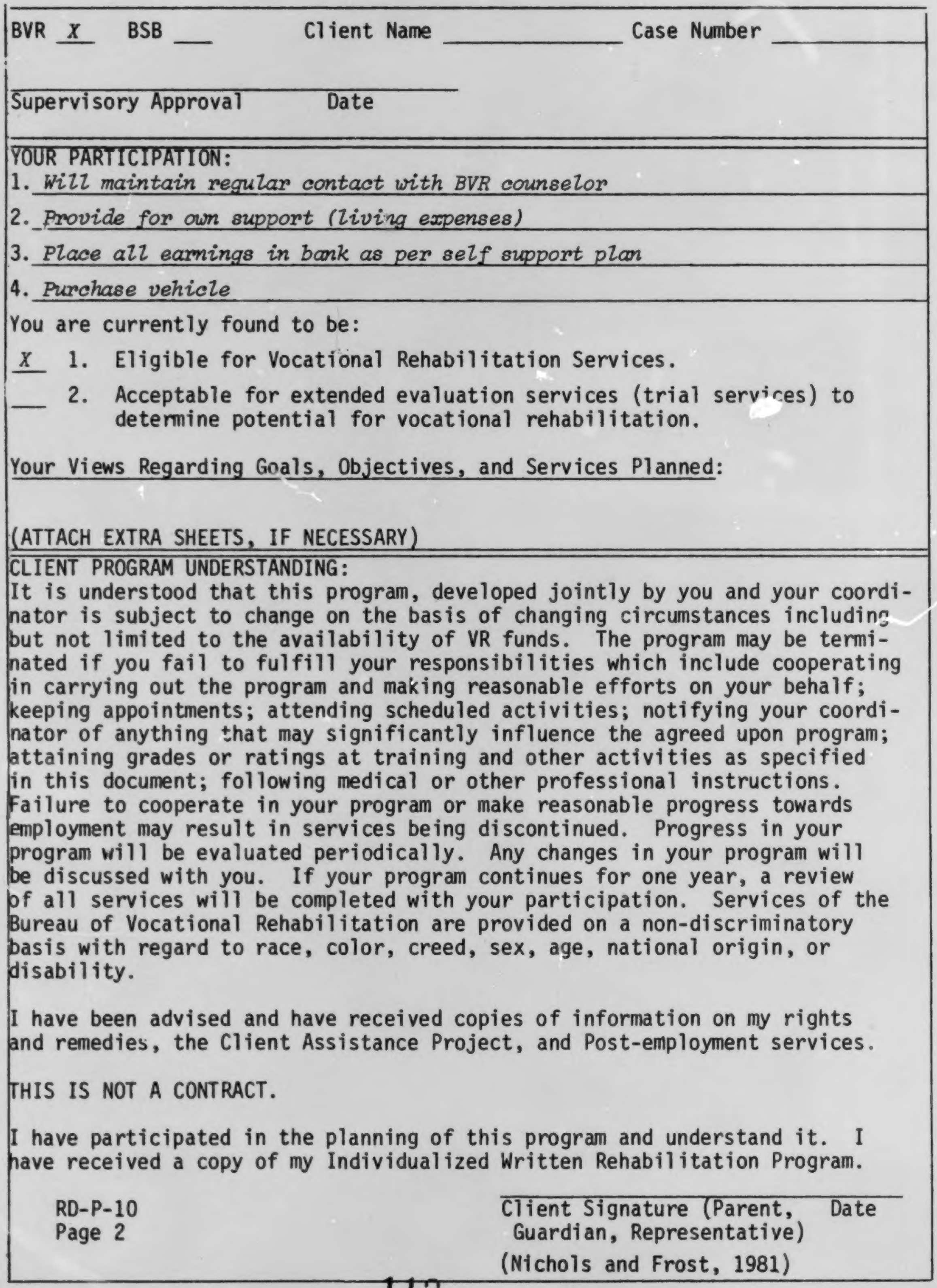
(Nichols and Frost, 1981)

Figure Thirteen (contd.)

Author's Note: This form is part of the regular IWRP found on the preceeding page. It outlines the responsibilities of a client in receiving vocational rehabilitation services.



BVR *X* BSB ___ Client Name ______________ Case Number __________

____
Supervisory Approval Date

YOUR PARTICIPATION:
1. *Will maintain regular contact with BVR counselor*
2. *Provide for own support (living expenses)*
3. *Place all earnings in bank as per self support plan*
4. *Purchase vehicle*

You are currently found to be:

X 1. Eligible for Vocational Rehabilitation Services.

___ 2. Acceptable for extended evaluation services (trial services) to determine potential for vocational rehabilitation.

Your Views Regarding Goals, Objectives, and Services Planned:

(ATTACH EXTRA SHEETS, IF NECESSARY)

CLIENT PROGRAM UNDERSTANDING:
It is understood that this program, developed jointly by you and your coordinator is subject to change on the basis of changing circumstances including but not limited to the availability of VR funds. The program may be terminated if you fail to fulfill your responsibilities which include cooperating in carrying out the program and making reasonable efforts on your behalf; keeping appointments; attending scheduled activities; notifying your coordinator of anything that may significantly influence the agreed upon program; attaining grades or ratings at training and other activities as specified in this document; following medical or other professional instructions. Failure to cooperate in your program or make reasonable progress towards employment may result in services being discontinued. Progress in your program will be evaluated periodically. Any changes in your program will be discussed with you. If your program continues for one year, a review of all services will be completed with your participation. Services of the Bureau of Vocational Rehabilitation are provided on a non-discriminatory basis with regard to race, color, creed, sex, age, national origin, or disability.

I have been advised and have received copies of information on my rights and remedies, the Client Assistance Project, and Post-employment services.

THIS IS NOT A CONTRACT.

I have participated in the planning of this program and understand it. I have received a copy of my Individualized Written Rehabilitation Program.

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____
Client Signature (Parent, Date
Guardian, Representative)

(Nichols and Frost, 1981)

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CHAPTER 5

Cost Considerations in Establishing and Maintaining Interagency Linkages—Local Level

John J. Gugerty

OVERVIEW

According to Audette, there are three classes of interagency agreements. The first group centers on developing common standards for conducting similar programs by different agencies. Agencies mutually agree on who does what to whom, when, where, how often, under what supervision, and for what purpose.

The second class of agreements revolves around allocation of agency resources to accomplish mutually agreed upon objectives. The following are examples of such agreements:

1. first dollar agreements - when an individual is eligible for certain services from two or more agencies a promise is made regarding which agency pays first
2. complementary dollar agreements - when someone is eligible for certain services from two or more agencies, a promise is made by each agency to pay for certain of these services
3. complementary personnel/dollar agreements - when someone is eligible for certain services from two or more agencies, one agency's personnel serves that person while another agency reserves funds to pay for those services
4. shared personnel agreements - when an employee is hired by two agencies, each of which pays a portion of that person's salary and benefits
5. shared facility agreements
6. shared equipment/materials agreements.

The third class of agreements involves setting up mutually agreed upon definitions, forms, referral methods, entitlements, transitional steps from one service to another, and meshing services to the same individual. This category of agreements could also include developing compatible planning/budgetary sequences, joint staff improvement programs, cooperative evaluation/monitoring activities and shared record keeping/payroll services.

Because obtaining, budgeting and using funds are expressions of an agency's power, prestige, and political influence, cost issues are woven throughout each type of interagency cooperation. Budget issues may be the root cause of failure to start or to sustain interagency cooperation. Nonetheless, even though budgetary issues must be prominant in linkage discussions, these issues should not dominate. The goal of linkage efforts is improved service delivery. Funding is a means to achieve this goal.

Three specific budget issues which can influence the success or failure of linkage efforts will be explored in this chapter:

1. fiscal bilingualism - the need for cooperating agencies to develop a mutual understanding of fiscal constraints, procedures, requirements, and discretionary authority
2. cost analysis - determining not just "where every penny went" but whether or not that penny made any difference in improving the delivery of services
3. cost control - how to get greater return from a fixed amount of money, or how to maintain program quality in the face of rising costs and/or reductions in available funds.

FISCAL BILINGUALISM

Successful linkage efforts will usually result in the creation of a new professional structure. Whether this structure is viewed as a work group, committee, task force, or a new unit of an existing program, it will focus on setting up and maintaining cooperative services. If this new work group is more than a cosmetic response to pressure from advocacy groups or government monitors, its activities will affect fiscal planning in ways such as these:

1. The linkage work group or committee will influence each agency's services--their target groups, scope, timing, and documentation requirements.
2. The committee's operation will influence the way in which each agency's budget is allocated and expended.
3. The committee will influence each agency's long range planning.

To cover costs of initiating and sustaining linkages, some form of budgetary cooperation will be needed. A key step in this cooperation occurs when agencies develop a mutual understanding of each other's budgetary requirements, constraints, and discretionary authority. Even in exploratory contacts, agency representatives who attempt to develop "fiscal bilingualism" (Minn. CETA-Ed. Task Force, 1979) improve the chances of sustained cooperation. Such financial bilingualism is necessary because agencies' philosophies, goals and procedures vary. These differences are reflected in an agency's rules governing it's reporting requirements, allowable costs for each budget category, reimbursement procedures, and funding cycles.

Because control and allocation of resources are public displays of an agency's status and power, agency delegates to the linkage work group should address cost issues as precisely as possible.

The following questions spell out several of these issues:

1. What costs or percentage of costs will be covered by each agency for specific line items under the following general headings:
    - administration (including monitoring, recordkeeping, and coordinating)?
    - staffing?
    - facilities?
    - client/Student costs (including transportation and wages)?
    - equipment/Supplies?
2. Who in each agency is authorized to incur costs for each of the above items?
3. What are the procedures for billing/reimbursement where applicable?
4. What budgetary records are needed by each participating agency?
5. What local, state, and federal financial reports are needed? From which agencies are they needed? When are they needed?
6. What additional budgetary records must be kept by each participating agency?
7. Who will prepare any new forms needed for the cooperative effort?
8. What routing procedures will be used for these forms?
9. Who will instruct staff in the use of these forms? When? Who will monitor compliance with these forms? How?
10. What procedures will be used to iron out ambiguities or disagreements over the appropriateness, timing, amounts, or recording of costs and cost reimbursement?

It might also help if agency representatives determine early the degree of flexibility within each agency to grant wavers, variances and adjustments, and who in each agency is authorized to do so.

COST ANALYSIS

Introduction

In developing interagency linkages, decision-makers must make several choices which help determine whether and how extensively these linkages will be developed. These five decisions (Copa, 1977) are:

1. scale of effort
2. program mix in terms of:
    - content (for example, percent of total programs addressing each vocational area; percent of effort devoted to job development, basic skills, counseling)
    - level (children, youth, or adult)
    - purpose (exploratory, specialization, continuing)
3. methodology (length of program; percent of instruction in class, lab or on the job; group-centered or individualized instruction; and percent of resources devoted to instruction, guidance, administration and evaluation)
4. scheduling (adding or eliminating services, timing and sequencing of services)
5. location (cooperative centers, satellite offices, distribution of service locations).

Each of these management decisions is present in every effort to establish interagency linkages. Resource allocation decisions are hidden within in each of these five management decisions.

Agencies typically cooperate in order to increase the scope of their services, improve the effectiveness of their services, and obtain access to complementary services. Unfortunately, agency monitors tend to evaluate results of such cooperation by examining "gut feelings", funds spent, grateful testimonials from clients or students served, or case records. These decision makers will usually know where every penny went, but they have a much harder time explaining what difference in service delivery those pennies made. Why? Because recording costs is not the same as analyzing costs. In this age of accountability, it would be a rare program or agency indeed that would not record expenditures in an orderly way. What decision makers require much less frequently, whether in terms of their own programs or cooperative efforts, is systematic cost analysis.

Definitions

As used here, "cost analysis" refers to any systematic examination of program effectiveness in relationship to costs involved. Specific types of cost analysis include cost-benefit analysis and cost-effectiveness analysis.

Cost-benefit analysis is a decision making tool which can be used only if a program's objectives are defined in measurable terms, and there is more than one way to achieve those objectives. Cost-benefit analysis can be used to indicate one of two outcomes: which program approach works best, given a certain amount of funding, or which approach can achieve a specific level of results for the lowest cost. Cost-benefit analysis can also help a decision maker estimate the worth of a proposed project, and determine the effectiveness of ongoing programs.

As described by Copa (1978, p. 51), cost-effectiveness analysis examines the relationship between dollars invested and results. Results must be expressed in observable units such as numbers of graduates, job placements, persons achieving mastery level of program content, absentees, dropouts, and so forth. In cost-benefit analysis the results are measured in terms of dollars instead of other performance measures.

Cost-effectiveness analysis can help a decision maker divide resources among competing alternatives in order to get the most results for the money invested. The alternatives include not only different programs but also different levels of service for any given program (Copa, 1978).

Laying the Groundwork

The application of cost-effectiveness analysis to interagency activities will require attention to each of the four elements needed to make meaningful cost analysis possible (Social and Rehabilitation Service, 1975, as cited in Project Share, 1979, p. 25):

1. a clear definition of a service and related service units
2. a procedure for performance measurement
3. an accounting system precise enough to allocate direct costs correctly
4. a methodology to combine the first three factors appropriately.

These requirements cannot be met unless the interagency team receives administrative support to modify record keeping, data processing procedures and computer programs.

Is the effort required to set up a cost analysis program justified? Wentling (1980) describes ways in which it might be. Cost analysis can help to:

1. justify allocation of resources to interagency efforts
2. document the improved utilization of facilities
3. determine optimum staff assignments and optimum qualifications for various positions
4. determine optimum schedules and sequences of courses/programs
5. determine the optimum level of effort for a particular program
6. document benefits resulting from service to high-cost/low-incidence disabled persons
7. document advisability of developing a new program
8. compare alternative linkage programs, or alternative methods within a single linkage effort
9. provide fiscal accountability.

Pitfalls in Cost Analysis

Cost-analysis is too effective not to use, but it is not yet accurate enough to be the only basis for decision making. Even if all four elements required for meaningful cost analysis are present, the accuracy of any specific cost analysis can be compromised in two ways:

1. A decision maker may fail to abide by the assumptions involved in using cost analysis.
2. A decision maker may fail to verify the realism and accuracy of computational adjustments made in the raw data.

Assumptions when using cost analysis include these (Noble, 1977):

1. A program or service should be started only if its benefits outweigh its costs.
2. Service outcomes can be identified and separated from one another in a meaningful way for measurement purposes.
3. Realistic alternative methods to attain program goals are available.
4. Outcomes resulting from these alternatives can be measured.
5. Agreed-upon values can be placed on these outcomes. This includes dollar values if cost-benefit analysis is used.
6. Costs of providing each service can be estimated.
7. Costs and benefits can be weighted against one another.
8. Existing services for which the costs outweigh the benefits should be abolished.

If a cost analysis is performed without checking out the validity of these assumptions, the results can be very misleading. Noble showed this in his review of 18 cost-benefit studies of vocational rehabilitation programs. He found that these cost-benefit analyses used "before and after" estimates of client wages but did not use control groups. Control groups could have helped to determine what would have happened if vocational rehabilitation services had not been provided or if different services had been provided.

An evaluation method which uses control groups for comparison will have a much better handle on how much difference any given service reallv makes.

In addition to the built-in assumptions, any of the following factors can further limit the validity and usefulness of cost-benefit analysis (Wentling, 1980):

1. Comparing programs which have different cost patterns. If one approach requires high initial costs, while another intersperses lower and higher cost periods, this must be taken into account.
2. Comparing programs for which existing cost records and other are unavailable, unreliable, incomplete, or not detailed enough.
3. Comparing programs which use very different cost-related data collection methods.

Computational Adjustments in Cost Analysis

In addition to meeting its implied assumptions, cost analysis must use computational adjustments which are as realistic and accurate as possible. Many cost-benefit ratios can be greatly changed by computational adjustments which are distorted through incompetence or a political/ideological need to obtain results which are not justified by the data.

The computational adjustment which makes the biggest difference is the "discount rate". The discount rate is a technical way of saying that "a bird in the hand is worth two in the bush." In other words, funds which are available now are worth more to us than funds which are expected in the future. For this reason, cost-benefit analysts apply a "discount" rate to arrive at what they feel is the present value of these calculated future benefits. This discount rate is expressed as a percentage, and set by using professional judgment. For instance, the cost-benefit studies reviewed by Noble computed the total value of service benefits over the clients' remaining work lives. Then adjustments were made in order to estimate the present value of these predicted future benefits. According to Noble, the discount rate chosen tends to have the most influence on cost-benefit ratios. The higher the discount rate, the lower will be the present value of future benefits. Thus the resulting cost-benefit ratios will be lower. The lower the discount rate is set, the more likely a favorable cost-benefit ratio will result. For example, a discount rate of 13% can result in a cost-benefit ratio which is 62% smaller than would a discount rate of 4%.

Other computational adjustments also influence whether or not a cost-benefit ratio will be higher or lower. The rehabilitation studies reviewed by Noble made several of these computational adjustments besides the discount rate. Adjustments were made for each client's expected life span, likely continued employment, current age, sex, race, current level of education, and type of handicap, and for the estimated average growth in the economy as a whole. Many of these factors, such as economic growth rate, unemployment levels, earnings prior to receiving services, and the percentage used to make adjustments in these factors, are based on the professional judgment of the analysts.

Noble (1977) also illustrates how cost-benefit ratios can be influenced by these professional judgments. For example, if an analyst assumes that the country's overall economic growth will hold steady at 3% a year for each year of a client's expected working life, the computational adjustments based on that assumption can raise the cost-benefit ratio by 50%. For each ½% that the analyst estimates unemployment to be in the future, the resulting cost-benefit ratios will be lowered by about 5%.

Noble goes on to show that the use of a longer period (the year before acceptance for services) vs. a shorter period (the week before acceptance) over which to determine a client's earnings before rehabilitation can lower cost-benefit ratios by 25% to 70%. Including unpaid work and/or varying its value compared to paid work can increase cost-benefit ratios by 8% to 22%. Lastly, varying by 25% the assumed number of persons who would have obtained minimum wage employment even without services can lower the ratios by 27% to 58%, depending on the baseline used for comparison. Thus, if a number of optimistic or pessimistic assumptions are used in a given cost benefit analysis, the cost-benefit ratios calculated from the same raw data could be very favorable or very unfavorable.

To cope with potentially unrealistic computational adjustments, cost-benefit analysts frequently calculate several cost benefit analyses on the same raw data. This practice provides a range of results due to high and low adjustments. For example, a cost-benefit ratio might be computed with a 15% discount rate, then a 10% and finally a 5% discount rate. The decision maker can use the resulting range of values to make more informed choices.

Model Cost Analysis

Because examples of cost analysis as applied to a multiagency effort have not been uncovered to date, a single agency cost-benefit procedure developed by Ross T. Moran for the Oregon Vocational Rehabilitation Department (OVRD) is provided. His approach demonstrates that a practical cost-benefit analysis can address all the pitfalls mentioned above.

For this analysis (Technical Assistance Reports, Spring 1981), individual client costs were compiled by reviewing actual case expenditures and by allocating overhead costs proportional to the amount of time between application and closure. All costs for the year were assigned to closed cases.

Only economic benefits explicitly measured by the Vocational Rehabilitation (VR) data reporting system were considered. The primary benefit was the difference in client earnings between referral and rehabilitation. Adjustments to the gross earnings gain included reductions for future client unemployment, client mortality prior to retirement, referral earnings underestimation, and earning gain not attributable to VR services. An upward adjustment was made for fringe benefits. Finally, this adjusted earnings gain was "discounted" to reflect uncertainty of benefit retention.

An income cost-benefit ratio was computed by dividing the estimated mean working lifetime earnings gain of the typical rehabilitated client by the average cost of rehabilitating that person. For OVRD's Fiscal Year 1979 (FY79) clients, $8.64 in increased client earnings is expected for every VR program dollar spent.

A taxpayer payback cost-benefit ratio was computed based on the determination that the average OVRD rehabilitant pays 21.8% of his/her gross earnings in state and federal income taxes and social security withholding. This percentage of the discounted future earnings was added to the discounted projected savings due to reduced public assistance payments and divided by the mean cost per rehabilitation. It was estimated that OVRD returns $3.20 to the "the taxpayer" for every dollar that it spends.

Given a 10% discount rate, the estimated lifetime net return to taxpayers was $8,553 per rehabilitation. For Oregon's 4,198 FY79 rehabilitants, this amounts to a projected net benefit to taxpayers of about $35.9 million. Another approach to taxpayer benefit was to compute the rate of return (ROR) on taxpayer investment in vocational rehabilitation services. Conservatively estimated, the VR program "pays" the public 34.3% annual interest on its investment.

As described by Moran (1981) analyses of benefits and costs were also made for severely and non-severely handicapped clients. It cost about 10% more to rehabilitate a severely handicapped client. However, rehabilitation of a severely handicapped client resulted in higher taxpayer benefits. The rate of return for rehabilitating severely handicapped persons was 35.8%. The ROR for non-severely handicapped rehabilitants was 31.9%. Thus, while the cost to serve the severly handicapped is higher, the net benefit to the public is greater.

Making Cost Analysis Work For You

Copa (1978) describes other concepts which can be used to avoid misunderstandings which often occur when "average costs per unit of result" is the only basis for comparing programs. These concepts include:

1. diminishing returns
2. opportunity cost
3. fixed and variable costs
4. resource substitution.

Diminishing Returns

This concept states that there comes a time when the addition of more resources doesn't make much difference. For example, in an ongoing program, if all factors but one remain the same, increases in that fluctuating factor may result in improved services for a time, but beyond some point will have no effect, or even be counterproductive. Suppose, in this example, the fluctuating factor was "instructional aides in a given classroom". Going from no aides to one aide could make a marked difference. Going from one to two aides, while keeping the number of students and so forth the same, may help a bit more. Increasing to five aides may not help much more at all, or may even hinder instructional organization. The decision maker must find out the point at which additional resources do not help, and strive to allocate a level of resources just below that point. This example could also be applied to the presence or absence of interagency efforts; scale of those efforts; program mix (content, level, purpose); variations in methodology, scheduling and timing of services; and alternative locations.

Fluctuations in levels of performance as a result of increases or decreases in resources are known collectively as "marginal output". To continue with the example of aides, if the dropout rate for a class served by a teacher alone is 10%, and the rate with an aide is 8%, the marginal output of adding an instructional aide is a 20% reduction in the dropout rate, not 2%. (Overall, the number of dropouts went from 10% to 8% of the entire class. The dropout rate went down by one fifth, or 20%). If a decision maker lumps aide costs in with teacher costs in order to determine average per pupil costs, he or she will have a hard time determining whether or not such aides make a difference, and if so where. The same would hold if no followup analysis is done to determine the status of special needs graduates who were served in school by vocational rehabilitation vs. the status of special needs students who were not.

As another example, consider the relationship between hours of classroom instruction and job-related placement of graduates. There comes a point beyond which it takes many additional hours of client contact and/or instruction to achieve a one or two percent increase in job placements. If this point has been exceeded, "average costs per placement" will obscure the fact that additional contact hours made no difference of any consequence.

If several agencies wish to cooperate in order to improve competitive job placements for disabled persons, a true measure of the results is not average cost per placement, but the increased cost for each additional placement over the existing (pre-linkage) baseline. For example, if all cooperating agencies spent a total of $400,000 to train and place a total of 400 disabled persons in competitive jobs. the overall average of $1,000 per placement is not the key factor. What is crucial is to determine how many additional persons were trained and placed as a result of the resources put into the cooperative effort. Did the additional cost of linkage efforts (for example $40,000) result in 35 additional successes, or 170 additional successes?

A decision maker can use the concept of diminishing returns when determining whether or not a given level of effort is at a point of increasing or decreasing returns. Diminishing returns analysis can be applied to all interagency linkage efforts, such as hours of management, amount of supplies, amount of curriculum support materials, hours of cooperative work experience, and availability of job placement service. In doing so, it is important to remember that evidence of a relationship between an input and desired outcomes often depends on which measures of effectiveness are used.

Opportunity Costs

"Opportunity cost" refers to the cost of using a resource for one purpose versus another. If a teacher's time is used to teach in the classroom it cannot be used in the shop. If money is used to buy assistive devices, it cannot be used to purchase vocational assessment services. If funds are earmarked for guidance and counseling, they cannot be used to hire tutors.

The concept is important not only in determining the best mix and intensity of interagency efforts, but also in making within-agency adjustments or reductions. In program reductions, a common approach is the "across the board" cut. Although superficially fair, this method mangles the most effective programs and spares sloppy, inefficient ones which deserve greater reductions or outright elimination.

To make comparisons among program alternatives, their outcomes must be measured in the same units, and these outcome measures must be equally valid. Although a natural set of alternatives for comparison in the context of vocational education is programs (welding, secretarial, and so forth), other sets could be levels (secondary, postsecondary, adult), or institutions such as high schools, vocational centers, community colleges (Copa, 1978).

Fixed and Variable Costs

The ability to distinguish between the fixed and variable costs needed to produce desired outcomes is important in program planning. Fixed costs such as interest and depreciation do not change with changes in output. In the short run, after staff contracts are signed, fixed costs might include teacher and administrator salaries. Since fixed costs do not vary, the fixed cost per unit of output declines as more units are produced.

Variable costs change with the number of students or clients served. Such costs include supplies, furniture, individualized instructional time, transportation costs, wage costs, assessment costs, and so forth.

Most programs have both fixed and variable costs. For example, in education, the amount of teacher's time needed to teach a classroom of students using the lecture method is relatively fixed regardless of how many students are in class. However, the amount of time needed to provide individualized instruction is likely to vary with the number of students in the class. In this case, total costs rise when the number of students increases beyond some pre-defined student/teacher ratio. Several types of services are not very divisible, and therefore cannot be added in small units. These include assessment centers, materials centers, vocational labs and so forth. Given this situation, the cost relationship to number of completers of a particular program is likely to be "stepped" (Zymelman, 1973). Thus, a small increase in the number of people served may have a minimal or a major impact on unit costs, depending on whether or not an additional program component (e.g. teacher and lab) must be added. It may be very productive to seek and maintain interagency linkages which alleviate the need to "advance another step" by adding an additional program unit.

Resource Substitution

As described by Copa (1978), the concept of resource substitution applies when two different methods or approaches can be used in varying amounts to produce a given level of outcome and where the methods can substitute for each other. An example would be the proportion of a program's time spent in classroom instruction compared to the amount of cooperative work experience time used to achieve a given percentage of graduates who are placed in training-related employment.

Other examples would include the ratio of work adjustment to skill training in a given program, psychometric assessment to situational assessment, on-the-job training to agency-based training, volunteer tutors to staff tutors, group instruction to individualized instruction, and textbooks to individualized learning packets. Each of these pairs can be varied. For instance, a vocational assessment process could use 2 days of psychometrics coupled with 3 days of situational assessment, or 1 day of psychometrics with 4 days of situational assessment, and so forth. The best mix in terms of cost/outcome could be measured to find the point of diminishing returns for various combinations.

Summary

If the goal of cooperative service delivery is improvement in the range, effectiveness and efficiency of service, a simple analysis of average costs per person or per unit of achievement may result in deceptive if not incorrect conclusions. Inappropriate decisions could result. Analysis of changes in performance or efficiency can be a more precise gauge of the value of cooperative effort.

COST CONTROL

Covering Costs Creatively

In developing and maintaining interagency linkages, decision makers may find needed staff and funds only by reallocating their current resources. As a catalyst for imaginative reallocation efforts, this section provides examples of possible ways which might decrease costs or improve staff performance.

Using Technology More Effectively - Phones

The nation's phone system is one of the most reliable and efficient in the world. Its value in reducing staff travel and improving communication is often not fully realized.

An article in the February-March, 1981 issue of the Human Development News described Iowa's Central Information Delivery System (CIDS) as it is used in Iowa Social Services (IDSS) Offices. The CIDS links 32 IDSS district offices and institutions statewide with the central office. The CIDS can be used either by phone for one person in a given office or by microphones and speakers for a group in that particular location.

As described in the article, IDSS staff often communicate with educators and other human service personnel in the home town of an incarcerated or hospitalized juvenile. A typical meeting might involve five people from different locales. If the meeting were held in person instead of by teleconference, the loss of worker time, energy and productivity would be substantial.

The teleconferencing approach also works to the client's advantage. Since probation officers and school officials sit in on calls with Mental Health Institute and district personnel, all workers involved are prepared for the juveniles' return to the community. For example, if special education classes, vocational training, or counseling are needed away from the detention or residential care facility, regular teleconference discussions can ensure that those plans are made in advance. And because staff are communicating on a regular basis, families can be adequately informed about their children's progress.

Using Technology Effectively - Computers

Computers are currently contributing to dramatic alterations in the nation's business and industry. Even business management is on the verge of being transformed by means of an "electronic work station for executives" which includes microcomputer hardware and software.

What has this to do with the linkage of vocational education and other human service programs? Hopefully, a great deal. One potential crisis in the entire education/human service arena may manifest itself as widespread "technological illiteracy." This illiteracy would not be confined to veteran staff but would be found also in new professionals whose training did not stress the importance, or even the existence, of advanced technology. Will this crisis in fact develop? Time will tell.

In providing educational or other skill development services to students or clients, technology can play a significant role only if the organization as a whole values and fosters its use. For example:

1. Does the agency provide systematic inservice training in the use of available technology?
2. Does at least one staff member keep abreast of relevant technological developments and relay this information to other staff?
3. Are relevant periodicals, such as Educational Technology, available and utilized?
4. Has the agency explored the possibility of multi-agency purchase of sophisticated hardware, software and joint hiring of needed experts to use these tools?
5. Has the agency underutilized its present computer capability?
6. What steps can be taken to increase the amount and sophistication of this use?

In the management of vocational education and other human service delivery agencies, existing computer technology is probably underutilized if it does not play a major role in the following systems:

1. student enrollment and records system
2. client case records and expenditure system
3. payroll information and accounting system
4. administrative accounting and payments system
5. equipment inventory tracking system
6. management information and program evaluation system.

Computer technology can also make possible the timely revision and reprinting of publications such as the staff policy manual or handbook, student handbook, client handbook or self help guides, and staff phone directory.

A computer-based directory of community or regional service providers could also be developed. The program for this directory could include provision for a bulk mailing of postcards once or twice a year to update each listing. These cards would be designed for ease of use by data processing staff. With access to the proper software, revised hard copy editions can be developed and printed whenever desired.

Human Resources

Although technology can foster improvements in service delivery, an agency's staff is both its greatest resource and its greatest expense.

The following questions may serve as catalysts to conserve staff time and thus reduce personnel costs.

1. When was the last time the organization abolished any required reports or forms? Review every form or report that crosses your desk for a month. Collect all you feel are obsolete. Add "demolition of forms" to the agenda of an appropriate meeting and see if your colleagues will abolish the entire stack on the spot. Even if they do not, you will help sensitize them to the issue.
2. What do the typists type--important correspondence or messages that could be omitted or handled by phone? Do they still take dictation in shorthand and type it? Why? Two persons working simultaneously on a given letter is usually a waste of time for one of them.
3. Examine the reasons why regularly scheduled meetings are held. Which could be consolidated, abolished, or held only on a "need" basis? Try eliminating some. Many seem to be used mainly to fill participants' schedules. Use the time instead to develop interagency contacts.

4. What routine tasks are you or your professional staff handling that could be delegated to paraprofessional or clerical employees? Rote chores are comforting to some professionals. They can provide a sense of achievement. But if they can be performed by a competent high school graduate, consider the possibility that you have hired over-qualified staff to do them, or you have not assigned duties appropriately.

In a more basic sense, however, the biggest waste of time for your staff is ineffective use of their talents. As an experiment, go through your organization's phonebook, or a list of people under your jurisdiction, and underline the names of all employees whom you know would be missed if they resigned, retired, or died. Now ask youself why the others' names were not included. How many people are assigned to low priority tasks just to "keep them busy"? And finally, ask yourself the crucial question? "How can I implement the three R's of staff improvement--reassignment, retraining, or removal?" Personnel decisions such as these are demanding and often thankless. But if you avoid them, some outside person or power center may make them for you.

Additional staffing options for possible cost savings or cost efficiency include these:

1. Substitute part time for full time staff, in keeping with the need for program continuity and contract constraints.
2. Revise downward the credentials required for certain positions.
3. Share professionals who have rare but needed skills with other agencies.
4. Share support services such as payroll and maintenance.
5. Contract for services such as vocational assessment, food service, and janitorial work instead of assigning agency staff to these tasks.
6. Issue 40 week contracts for school administrative personnel instead of 48 to 52 week contracts, with an option for the remaining weeks if need arises and funds permit.
7. Examine and lower absenteeism and turnover rates as much as possible.
8. Use volunteers more effectively. A successful volunteer coordinator can pay for himself or herself many times over. Volunteers can be recruited for specific tasks such as tutoring, basic skills assistance, or work with a specific clientele.

The word "Volunteer" can also be applied to university students working on practica and interships for academic credit. Such placements can focus on areas in need of development in the agency. For example, two upper level college or graduate students might work on a joint internship project to establish a volunteer program under the supervision of the staff person who will be responsible for sustaining that program for the agency.

9. Consider membership in the National Association for the Exchange of Industrial Resources. This not-for-profit organization was founded in 1977 to assist schools and institutions which lack sufficient funds to fully support teaching programs. As of October 15, 1981, its dues are $250 per year. It has nearly 600 member schools across the country. NAEIR acts as a clearinghouse. It contacts industries to determine the availability of excess inventory and equipment. It then tries to match items available for donation with the "want lists" submitted by its members. For more information, write: National Association for the Exchange of Industrial Resources, 550 Frontage Road, Northfield, Illinois 60093, (312) 446-9111.

Service Delivery

A third area in which to focus productivity improvement efforts is that of service delivery. For educational institutions, reduction in student absenteeism and dropout rates, and recruitment of new students contributes to cost savings and cost efficiency. One of the best recruitment/retention devices in the school is the career information/testing center. A poorly organized, outdated Career Center can contribute to fewer enrollees and more dropouts.

A companion to recruitment/retention efforts should be a curriculum based on the open-entry/open-exit approach to enrollment and completion. If, for example, eight students drop out of a traditional class, these spaces remain vacant for weeks or even months. An open entry approach allows new students to take their place much more quickly.

If a specific problem area such as providing and financing transportation for special needs students in a work study program cannot be handled effectively, private service organizations could be asked to adopt this problem and help solve it.

Energy Efficiency

A fourth area of possible cost savings is energy consumption. The Iowa phone conference example described above illustrates one way to reduce gasoline use.

An agency's energy use can also be reduced by:

1. tightening the building "envelope"
2. changing wasteful procedures
3. modifying equipment.

To implement these strategies, organizations often establish energy management programs. The successful programs are characterized by the following features (Gonder, 1980):

1. commitment from the top, starting with comprehensive energy use policies developed by the board and supported by the administration
2. assignment of responsibility for the program to a single administrator
3. establishment of an energy conservation team which includes a cross section of the organization's staff
4. energy audits to identify areas of waste and corrective measures
5. development of a recordkeeping system which allows energy use to be monitored at least monthly
6. use of techniques to encourage energy thrift by staff and students/clients
7. public relations efforts designed to enlist support of parents and community.

The following list (Gonder, 1980, p. 72) suggests strategies to reduce energy costs. Many of these could be applied not only in education but also rehabilitation and other human service settings.

1. Install zone controls. Provide wiring and relays to allow portions of the building to be heated independently.
2. Disconnect one or more boilers so the others can operate at higher capacity.
3. Reduce steam pressure in boilers. Treat water chemically to reduce mineral deposits.
4. Lower hot water temperature to 120 degrees. Check your state's health code for required water temperature in dishwashers.

5. Do not set thermostats higher than recommended levels to heat rooms faster. Overheating results.
6. Maintain proper balance of temperature and humidity.
7. Consider disconnecting re-heat coils in air conditioning systems. Remove tempered air heating coils in heating/ventilating systems.
8. Determine if several air conditioning systems can be combined.
9. Keep fuel oil at recommended temperature at the burner tip for complete combustion.
10. Replace hand valves on heating/air conditioning equipment with thermostatically controlled automatic valves.
11. Do not operate air handling units in rooms with open windows or doors.
12. Do not take in any outside air during the first half hour of heating.
13. Close and cover baffles and vents on air conditioners during heating season.
14. Encourage outdoor gym classes in warm weather.
15. Consolidate summer school classes in adjacent rooms around the building perimeter, using natural ventilation and light.
16. Shade glass in buildings. Trees, shades or screens are more effective than roof overhangs on east and west facing glass.
17. Do not place bulky items within three feet of any thermostat.
18. Patch all cracks in walls, floors, ceilings.
19. Keep automatic door closers in good repair. Remove hold-open devices.
20. Insulate ducts extending through cold spaces. Insulate water pipes.
21. Install water meters on boilers that have automatic water feeds.
22. Install a drop ceiling and insulation to prevent heating steel beams that extend outside buildings.
23. Consider installing vestibules to shelter exterior doors.
24. Spot check utility bills for errors or incorrect rates. Consider negotiating time-of-day rates whenever possible.
25. Let companies pilot test exotic heating/cooling equipment--at no cost to the organization.

26. Install automatic shut-off valves on showers. More expensive shower heads may be a better buy than plastic flow restrictors because students won't remove them.
27. Order coal by the BTU, instead of the ton.
28. Ask parents to send children to school with sweaters during heating season. Suggest that the staff also wear heavier clothing during this time.
29. Increase the distance between bus stops.
30. Use a computer to analyze bus routes and school starting times for efficient bus operation.
31. Use smallest feasible vehicles for long distance runs with few students.
32. Reduce "deadheading" (driving an empty bus back to a central point).
33. Be sure bus tires are properly inflated.
34. Train bus drivers in fuel-efficient driving.
35. Train custodial staff in proper adjustment of heating/cooling equipment.

Efforts to increase energy efficiency may even result in interagency agreements. For example, about a quarter of a million dollars a year in energy costs may be saved in the Eau Claire (Wisconsin) area by such an energy agreement. Plans call for the construction of an interconnecting pipeline so that the University of Wisconsin-Eau Claire can sell steam to Sacred Heart Hospital and District One Technical Institute. Currently both of these institutions are heating with natural gas or oil, while the university uses coal. The hospital calculates it will save $200,000 or so annually with the new arrangement. The Technical Institute projects its savings at $50,000 per year. The university boilers, in turn, are expected to operate more efficiently in the higher load range (UW Memo, September, 1981.)

This is but a sample of possible cost savings in energy consumption. Perhaps an agency-wide contest with monthly winners for most effective energy saving ideas could spur increased sensitivity, creativity and results. Cost savings could be applied to improvements in service delivery through interagency cooperation.

COST CONSIDERATIONS IN ESTABLISHING AND MAINTAINING INTERAGENCY LINKAGES - STATE LEVEL

Channels of Influence

Because cost and other fiscal issues are woven throughout the fabric of interagency linkages, state level decision makers can influence the range and scope of local level program linkages both directly and indirectly.

Directly, the state level decision makers can influence local linkages by:

1. approving funding requests which are designed to build and sustain interagency cooperation
2. refusing, whenever possible, funding requests which appear to build agency walls instead of bridges. Indicators of such walls include requests for duplicate or rival services, absence of documented contact with complementary or similar service providers, or a description which reveals a narrow view of the organization's goals and objectives
3. allowing the widest possible discretionary authority regarding constraints, procedures and requirements on use of flow through funds, consistent with the goals and objectives of the agency.

Indirectly, state level decision makers can have a profound influence on the range and quality of local level program linkages by the spirit of cooperation they display, the policies they enact, the procedures they establish, and the support services they provide for local level service providers.

Examples of such influence are listed below.

Planning and Policy Issues

1. Establish compatible planning, reporting and funding cycles across agencies.
2. Institute a policy whereby each state or regional planning group assesses the possible impact of their proposals on other agencies that are working with the same target group. For example, one state agency may be setting up group homes for developmentally

disabled persons, while another agency is developing vocational training programs for this group. If these agencies do not communicate early in the planning stages, training programs may be set up in cities having few structured living arrangements while the structured living arrangements appear in areas which have no vocational training programs.

3. Coordinate data reporting requirements and forms across agencies at a state level. Minimize duplicate requests for information.
4. Focus on outcome measures when evaluating program performance rather than procedures and standards. (Otherwise, you may never find out whether or not these procedures and standards are relevant, irrelevant, or actually harmful.)
5. Insure that agency computer hardware and software are compatible with those in use by other human service agencies. Check before you buy.
6. Develop brief models which illustrate:
    - possible joint staffing arrangements (job descriptions, allocation of personnel costs, supervision and so forth)
    - interprogram cost accounting and budgeting
    - joint inservice training (possible content and suggested procedures)
    - interagency case management procedures
    - guidelines and sample procedures for cost sharing and cost reimbursement; provide illustrations or reimbursable costs under various programs in the cooperating agencies
    - coordination of program evaluation efforts, expertise, and resources among departments and agencies.

Support Services

1. Administrative Services
    - Develop computer facilities which will allow local agencies, especially small ones, to purchase payroll and other data services.
    - Develop a system of cooperative and coordinated grants management (goals, funding cycles, monitoring and so forth).
2. Technical Assistance
    - Prepare and distribute a matrix which describes current state level funding sources. Include information such as contact persons, phone numbers, eligibility criteria, deadlines for

application, funding cycles, constraints on the funds (geographic, professional, and so forth) and possible linkage-related expenses reimbursable from this money.

- Serve as an "outside catalyst" to bring local agency representatives together (on neutral turf if necessary) in order to develop interagency efforts.
- Provide consultations on setting up effective cost accounting and cost analysis systems

3. Resource Development

- Review exemplary in-state linkage methods, prepare descriptions of key elements, and disseminate this information. Include contact persons and phone numbers whenever possible.
- Review exemplary multi-agency efforts in other states, prepare or obtain detailed descriptions, and disseminate these widely.
- Initiate, maintain and publicize lending libraries which are designed for professional development. Compile mailing lists of active, interested users through displays of materials at local schools or agencies, at statewide conferences, or professional association meetings. The most effective lending libraries aggressively publicize themselves, recruit users and maintain high quality material for use by those borrowers.
- Assist local agencies in developing resource lists of service providers. Insist that computers be utilized so that these lists can be kept current.

The above suggestions are by no means exhaustive, but should stimulate your creativity when providing local agencies with tools to extend the scope, quality and efficiency of their services.

In addition to these specific approaches, you can enhance cost effectiveness and cost savings tremendously by rewarding, not punishing, the cost saver. For example, if a local agency, program or department lowers travel costs by 20% do not automatically reduce their travel budget. Allow them to apply the savings to interagency development efforts or other high priority objectives. When word gets out that cost savings will not be "stolen" automatically, but used to meet immediate agency or department priorities, you will be amazed at the degree of resource reallocation that is still possible without any reduction in the scope or quality of services.

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CHAPTER 6

Inservice Training to Implement and Sustain Interagency Linkages—Local Level

John J. Gugerty

INTRODUCTION

Timely and practical inservice training is a must in the early stages of interagency cooperation. It is one of four key factors in any successful organizational change. These factors include participatory decision making, inservice training, resource support, and feedback mechanisms. Historically, interagency linkage efforts have not often included comprehensive inservice training. This oversight may have contributed to the difficulty of maintaining these linkages. Systematic, relevant, and timely inservice training can not only supplement but also strengthen other aspects of the linkage development process.

GOALS

Inservice training designed to support interagency cooperation should address both technical issues and agency "identity" issues. Because the philosophy, goals, procedures, and clientele of each participating organization are not identical, these differences must be understood by all participants. Questions such as the following (Figure 14) could be answered by inservice participants to help them form a clear picture of their own respective organizations which they can then communicate to participants from other agencies.

Identity Issues

Figure Fourteen

Questions to Clarify Professional and Organizational Identity

Who are we? (specification of professional roles of participants, noting talents and duties, and specification of agency goals and objectives)

Who needs our help? (who are our current and potential target groups)

How can we help them? (what are we doing now, and what might we do)

What will we get out of it? (how can we benefit from cooperating)

What do we already have? (materials, clients, and programs)

What do we need additionally to serve our participants? (data, resources)

How can we set this up? (how do we perceive that other agencies could work with us on a direct service level, and with which clients)

How will we define success? (recordkeeping and evaluation)

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If several staff members from each participating agency are attending the inservice, they could be asked to develop a single answer to each question as a small group before sharing these answers with other participants.

Technical Issues

In addition to agency "identity" issues, several technical issues may need immediate attention. These issues include:

1. the development of "fiscal bilingualism" (See the chapter on costs for a more detailed description of this issue.)
2. establishment or clarification of procedures to be used for referral, common intake, centralized vocational assessment, data collection, or other services
3. use of technology such as teleconferencing and computers in the delivery of services
4. development of effective communication with target groups, pressure groups, law makers, and the general public.

METHODOLOGY

Effective inservice programs require detailed planning. Such planning should address the following questions:

1. Who will decide on the mix of agencies and professions to be included? How? Who will decide on the scope of effort (short or long term, local, regional, or state; a few agencies or several)? How?

2. Who will be responsible for identifying inservice training participants? How will this identification process be carried out? By whom?
3. How will the inservice training topics be identified? Who will do this? Will prospective participants be asked about their training needs? How? By whom?
4. How will the inservice training agenda be developed? By whom? Who will actually conduct the inservice session(s)?
5. How will the effort be funded? To what extent? To what extent will incentives be offered for participation? How will these incentives be funded?
6. How will the inservice training be evaluated?
7. How will the results of the inservice training be carried over into daily practice by participating agencies?

While systematic planning and thorough preparation are critical to the success of an inservice effort, its effectiveness may be lessened by the presence of one or more key flaws in the actual implementation of training. In particular, three key flaws are often present:

1. The "participants" are not allowed to participate.
2. Key ideas, concepts, and methods are presented in very abstract ways which make them difficult to apply in practical settings.
3. The mechanics of the inservice sessions are poorly planned and carried out haphazardly.

Translating Concepts into Action

To overcome the flaws of uninvolved participants and abstract presentations, the inservice training manager can develop a training structure which guides participants through a four stage process:

1. Awareness. Participants develop a realization that problems being addressed are real, and apply to their work in specific ways.
2. Reassurance. Participants are helped to apply their current knowledge to the problem(s) raised. This stage is very important for developing or maintaining participants' confidence that they have the capacity to overcome the problems raised.
3. Problem Definition. In this stage both participants and presenters work to break the problems into manageable units. Problems are described in observable and measurable terms, and separated into component parts.

4. Problem resolution. Participants work with each other and with presenters to develop solutions to problems under consideration.

The following techniques (Pfeifer and Jones, 1980, pp. 122-123), might be used to implement these stages.

Involvement Exercises

These activities can promote a readiness to learn. These methods work best when carried out quickly.

1. Association
   - Participants call out their associations with the topic of the presentation. This gives the speaker a sense of the "audience", and it promotes a feeling of connectedness to the topic. A simple method is to put a heading on a sheet of newsprint (for example, "linkages are...") and record spontaneous responses of participants.
2. T-charts
   - On a sheet of newsprint the speaker makes two columns, headed "Good News" and "Bad News" and posts reactions to the topic from participants.
3. Plus-minus-question mark
   - The presenter instructs participants to make three columns on note paper, headed with the symbols, "+", "-", and "?". Individuals make notes about their predispositions toward the topic(s) to be addressed. Results are shared aloud and may be posted.
4. Assigned listening
   - The presenter divides the group into thirds. One group is asked to listen for points in the speech with which it agrees, another for points with which it disagrees, and the third for points that need clarification and/or amplification. These subgroups report on their work midway through a presentation. Assignments could be changed for the second half.

5. Spontaneous lecture

    - The group brainstorms ideas around the planned topic. Then individuals stand and talk briefly and extemporaneously on various aspects of the topic.

6. Self-assessment

    - Participants are instructed to apply the concepts under discussion to themselves. From time to time personal statements are solicited by the speaker.

One or more of these methods can be used together, but the presentor must not make this portion of the program so involved as to detract from what follows.

Translating Ideas into Action

During the program the presentor must maintain contact with participants and include activities to help participants integrate new information into their existing knowledge, value, and behavior patterns. The following methods can be used:

1. Soliciting examples

    - Instead of being the only one to give examples, the presentor can ask participants to offer their own. The request to "think of an incident in your experience that illustrates this point" can provoke both task-relevant thinking and productive sharing.

2. Right-left comparisons

    - At predetermined points the speaker stops and instructs participants to compare their reactions with the persons on their right and on their left. Similarities and differences are reported to the total group.

3. Checking understanding

    - The presentor stops from time to time and asks "What do you hear me saying?" Distortions, misinterpretations, and omissions can then be dealt with before continuing.

4. "Right now I..."

   - At appropriate points in the presentation the speaker solicits statements from the participants. These statements begin with the phrase "Right now I..." Variations include "Right now I'm thinking...," "Right now I'm feeling...," and "Right now I'm imagining..."

These techniques cannot substitute for a well planned program which focuses on challenging issues and significant information. However they can assist participants to integrate new concepts, skills, and techniques into their conceptual, value, and behavior systems.

Techniques to Relate New Information with Previous Concepts and Values

Presentations should be sequenced in such a way that they link the previous activities with later ones.

1. Question/answer period

   - This traditional teaching method helps to clarify points.
   - Don't forget to ask participants' how they would handle complex or controversial issues.

2. Quiz

   - The speaker administers a test. The presentation may be oral, posted, or printed. Individuals respond to the items, compare their answers with each other, and discuss any disagreements with the speaker. It is important not to establish a traditional classroom-like atmosphere with adult learners. The use of this method should not result in anxiety about learning.

3. Handouts

   - Conceptual learning can be reinforced by giving participants the essential content in print form after the presentation. If this is done before or during the presentation, participants can distract themselves through reading instead of listening. The facilitator should announce that a handout will be provided after the presentation because some participants will resent having taken notes unnecessarily. A significant proportion of participants, however, will listen better if taking notes at the same time and will do so even if handouts are going to be distributed.

4. Application, goal setting, and planning

   - Participants are instructed to work individually or in teams to apply the concepts to actual situations. It is most important to allow sufficient time for such activities, and to insist on concrete objectives, specific activities and preliminary time lines.

5. Skill practice

   - The speaker demonstrates the application of one or more concepts and structures situations to provide participants with practice and feedback on performance. Participants could work as individuals or in small groups.

In a sense, all learning is experiential because a person needs concrete reasons to make changes in personal or professional practices.

As a facilitator at a multi-agency inservice session, you can use techniques such as those described above to help participants understand and value reasons to change. In effect, you help participants develop personal answers to the questions "So what?" and "Now what?" as applied to any proposed innovation. Unless participants can develop personally meaningful answers to the "so what -- now what" questions, they are very unlikely to integrate new concepts, skills, or procedures into their own conceptual, value and behavior systems.

Mechanics of Conducting Inservice Training

The following section (Tindall and others, 1980) can be used as a guide to presenting a crisp, professional inservice program.

When. Allow at least four to six weeks for planning and preparation if at all possible. When picking a time for the inservice program:

1. Select a few alternate dates.
2. Learn which of the dates are best for a majority of participants. (It is unlikely that you will find one date that will allow every prospective participant to

attend.) It is advisable to discuss tentative dates with administrators. This helps promote cooperation and increases the likelihood that they will assign or allow staff to attend.

3. Adjust starting and ending times to make travel as easy as possible and to minimize the need for overnight accommodations by participants. For a two day conference, a suggested schedule might include a 1:00 p.m. start on Day One, an evening session, and a 3:00 p.m. closing on Day Two.

Where. Locate a convenient meeting place. A participant's decision to attend may be based on ease in getting to and from the training site. Be sure that the site is accessible to handicapped speakers or participants, and overnight acommodations are available.

In scheduling a meeting room, consider the following factors:

1. an appropriate size
2. correct number of tables and chairs
3. suitability for audio-visual presentation (Do windows have adequate shades or covering to darken the room?)
4. arrangement of the tables and/or chairs in a classroom, conference, theater, or hollow square style. (The conference and hollow square styles facilitate group discussions when the group consists of 20-30 members.)
5. arrangements for small group activities if needed (extra tables, "break out" rooms)
6. a lectern or podium
7. pitchers of ice water and glasses on the tables.

If you wish to restrict smoking do not hesitate to request participants to smoke only during break and then only in specific places. If you do not provide ash trays (or remove any which are present) your request will have a greater impact.

Other facility considerations include these:

1. Check acoustics, lighting, and ventilation in the conference rooms(s) for adequacy.
2. Check for ample parking and accessible restrooms. Check also if participants will need passes or permits to park.
3. Find out if special keys will be needed for evening sessions.
4. Examine the eating accommodations for capacity, quality, and price.

5. If the training sessions require overnight acommodations for participants, work with a hotel to reserve a sufficient number of sleeping rooms. If the hotel has adequate conference facilities and food service, you may wish to hold the entire conference there. Special room rates may be given for participants if you ask during preliminary negotiations with the hotel. After determining the date after which the hotel will no longer hold rooms for use by persons attending your conference, set a registration deadline one or two weeks earlier when soliciting participation. This gives you leeway in following up non-respondents by phone if you wish, and avoids the necessity of guarenteeing payment for rooms. In guaranteeing a meal count, you may wish to give a number which, together with the one or two places extra which the hotel usually sets, will equal your anticipated attendance figure. Provide a count at the last possible moment required by the hotel.

Invitation. Contact prospective participants early. Most prospective participants must follow certain procedures to obtain permission for release from their normal work schedules.

The invitation should include:

1. a description of training sessions, including goals and a preliminary agenda
2. place (complete address including city and state)
3. time (beginning and ending times)
4. date(s)
5. name of contact person/conference coordinator (including address and phone)
6. request for a "will or will not attend" response (Also ask for name, job title, position, organization and phone number on this sheet. You can use it as a working file of invitees and participants. Include a deadline date for this response. If you enclose a business reply envelope, you help insure compliance with this request.)
7. additional information such as "Bring the following materials..." or "Please specify any special accommodations you may need".

Keep careful count of all who are attending. Follow up when necessary.

Additional Information

Provide name tags for everyone attending. Make the lettering large and clear. You may wish to have a name and address sign-in sheet to help you make an accurate count of participants. Hotels provide extension cords, chalkboards, easels and overhead projectors if requested. Sometimes they charge a fee, sometimes they don't. You may be able to negotiate a waiver of any fees if your conference is large or if you require meals and overnight accommodations.

You may also wish to assemble a supply kit for the conference. Include items such as:

1. spare lamps for movie and filmstrip projectors
2. masking tape
3. AC extension cord with adapters
4. film and tape take-up reels if needed
5. filmstrips and cassettes (with cassette rewound from previous use) if needed
6. slides (properly sequenced and right side up)
7. magic markers, chalk, sheets of newsprint, colored paper, and blank paper
8. handouts and work sheets
9. blank name tags for substitute participants
10. scissors, stapler, and cellophane tape
11. expense reimbursement forms.

Preparing the Agenda. To increase the effectiveness of the workshop, it is useful to survey the participants prior to the workshop regarding their needs and areas of expertise. The survey does not have to be large and fancy. A series of open ended questions which deal with issues of major concern should provide you with a wealth of information to use in developing a practical inservice program. Figure 15 provides a sample survey form.

Once survey information has been gathered, an agenda can be prepared. It is most effective to plan for specific units of time, and incorporate a variety of learning experiences. You may find it extremely helpful to develop a "plan B" for every scheduled audio-visual so that you won't be caught dumbfounded if a film or cassette tape self destructs. You may also find it very helpful to develop one or two "safety valve" concept/activity packages of 30 minutes to an hour in length each. These could cover issues/concepts which could stand as a unit, and would be

Figure Fifteen

Needs Assessment for an
Interagency Workshop

Your name ______________________________

Agency ______________________________

Address ______________________________

____

Phone number (   ) ______________________________

Position ______________________________

Years in current position ______________

Years in field ______________

Major responsibilities ______________________________

____

* *

What would you like to learn about each of the following:

Special education

Vocational education

Vocational rehabilitation

County human service agencies

Please list the major facilitators and barriers to working effectively with staff from the following agencies:

(Name) Vocational Technical Institute (Community/Junior College)
You may refer to a specific department or departments if you wish.

Figure Fifteen (contd.)

(Name) Community High School - Special Education Department

(Name) Community High School - Vocational Education Department

(Name) Community High School - Guidance Department

(Name) Vocational Rehabilitation District Office

(Name) Sheltered Workshop

(Name) Community Service Agency

(Name) CETA Agency

What problems do you and/or your agency have which might be helped by working cooperatively with one or more other agencies?

What additional training would you need to work more effectively with other agencies? Please specify which agencies you have in mind.

List anyone you know whom you feel is very effective at working with agencies other than his or her own.

used only if a previously planned activity is finished much faster than expected, or if a planned activity "bombs out." If your inservice conference is short, your "safety valves" could double as your " plan B."

Don't forget to build in breaks after every 1½ to 2 hours of training. These breaks are not only reinvigorating, but also give participants additional chances to share their experiences with colleagues on an informal basis. Refreshments, particularly coffee, tea and fruit, are appreciated by participants during these breaks.

What Research Has Shown about Inservice Training

As you plan and prepare your inservice program, you may wish to incorporate strategies which have proven effective on many occasions (Journal of Teacher Education, 1979, p. 28).

1. Locally developed programs in which participants helped plan inservice activities were successful more often than programs planned and conducted without their assistance.
2. Programs in which participants engaged in self-instruction by using prepared materials, objectives, and planned guidance were usually always successful.
3. Inservice programs that had different training experiences for different participants were successful more often than programs that had common activities for all.
4. Inservice programs that required the participant to construct and generate ideas, materials, and behaviors were more frequently successful than programs in which an audience accepted ideas and behaviors from the instructional agent.
5. Programs that emphasized demonstration, supervised practice, and feedback were successful more often than programs in which those attending were expected to apply concepts and skills on their own after the conference.
6. Programs in which participants shared ideas and provided assistance to each other were more frequently successful than programs in which they did not.
7. Participants were more likely to benefit from inservice programs that were part of a long-term systematic staff development plan than they were from "single-shot" short-term programs.
8. Participants were more likely to benefit from programs in which they chose their own goals and activities than from programs in which goals and activities were pre-planned.

Evaluation

Participants should provide written feedback on the effectiveness and appropriateness of the workshop, including its format, content, length, materials, organization and delivery. Open ended questions usually provide more useful feedback than questions which ask for ratings on a numerical scale or other Likert-type format.

In addition to evaluating the workshop itself, assessment of the long-term effects of the inservice program may be desirable. A follow-up survey or a comparison of participant performance before and after the workshop could be developed. Any such evaluation should be based on the goals and objectives of the inservice session(s), and should be considered while planning the inservice program.

TROUBLESHOOTING

Overcoming Stereotypes and Prejudice

In conducting inservice sessions with participants from different organizations, you may be called upon to resolve interagency and interpersonal conflict.

One of the most productive ways to deal with these potential problems is to prevent them whenever possible. If you know that there has been a history of misunderstanding between agencies who will be represented at the inservice session, or if there has been minimal prior contact between them, you might use a training sequence such as this early in the conference.

Step one: After preliminary introductions and statements describing the purpose of the inservice meeting, list all participating agencies on a chalkboard.

Step two: Distribute several blank index cards to each participant and ask them to list activities which they feel are part of the role of each listed agency other than their own. Be sure to tell them to identify the agency in question in the corner of the card, and list only one activity per card.

Step three: Collect all cards and group them by agency.

Step four: Group participants by agency and have them examine the cards which describe their own respective organizations. Instruct participants to:

1. sort the cards into two stacks - one for activities which apply and one for activities which do not
2. fill out cards on any major activity which their agency performs but has not been mentioned in the set of cards they received
3. rank each activity according to its importance in reaching their agency's goals
4. report the results to the entire group when asked to do so.

Step five: Inform participants that you will have the results of this activity typed, duplicated and distributed so that all participants will have current information about other agencies' priorities as well as information concerning activities which fall outside an agency's perceived role. Such an exercise can help participants overcome stereotypes and prejudices which they may hold toward other participating agencies.

Keeping the Program on Track

In nearly every case, a well planned, thoroughly prepared, and tightly executed inservice program will be quite enjoyable for presenters and participants alike. Nonetheless, it would be misleading to imply that you will never encounter problems. Beyond a general sense of uneasiness there are several clues to watch for. As described by Bradford (1976), they include:

1. A rise or fall in the noise level which is not due to interest and enthusiasm. A rise may indicate conflict. Lowering of the noise level may be due to boredom, discouragement, or to domination by a few participants.
2. Critical issues are avoided. Only trivial or irrelevant points are discussed. Many trivial decisions are made with little dissent.
3. No decisions are made. Everything is postponed for additional study, redrafting, or review by a subcommittee,
4. Members act impatiently with one another, cut off speakers, fail to listen, or jump from topic to topic with little or no continuity from one speaker to the next.

Hanson (1972) adds additional indicators:

1. leadership or power struggles among participants, or between participants and you
2. rivalry, competition, or "in group - out group" behavior
3. avoidance of certain topics
4. strong but unexpressed emotions.

In most instances, the best way to deal with these situations is to bring them to the attention of the group. You might say something like this:"I notice that whenever some members present an idea, other members immediately disagree or point out all possible flaws. Does anyone else notice this?" Pause long enough to receive participant reaction(s). Then lead a discussion about ways to overcome this problem before returning to your planned agenda.

This suggestion should not be used in a mechanical or "cookbook" fashion without developing at least a basic understanding of some possible reasons why a well planned program may be having difficulty achieving its goals. A useful way to categorize such reasons is to view them as goal conflicts. These goal conflicts can exist between organizations, between individual participants, or between participants and the presenter/facilitator.

Interorganizational Goal Conflict

As described by Walton (1972), organizational representatives may view the total amount of benefits to be gained by cooperation as variable or as fixed. Those who view the total possible benefits as variable believe that each agency will benefit to the extent that its members learn and practice strategies that are complementary or mutually beneficial. Organizational representatives who view possible benefits of cooperation as varied will almost always display a problem solving orientation.

If a problem solving orientation is present, the following general sequence of activities takes place. First, participants will display a willingness to identify and define areas of mutual concern. A collaborative effort to test assumptions about the motivies, needs, and preferences of others, and about the present state of the situation will be evident. This effort will include an accurate assessment of the current dissatisfactions being experienced by all participants. A second series of activities will then emerge. These will involve a search for alternative courses of action and joint assessment of all consequences that might follow from each alternative. Potential solutions that would increase the joint gain will not often be obvious and will require collective efforts to discover or develop. Similarly, the full consequences of a given course of action will not often be obvious, but must be inferred from all of the facts which can be made available. The effectiveness of this effort will be due in part to participants' willingess to share information about alternatives and their consequences. The third likely series of activities focuses on identification of the greatest possible benefits, given the alternatives.

If agency representatives in an inservice session (or other interagency meeting) perceive that the possible gain available to all participants is a fixed amount, and the relative shares have not been determined, they may take a bargaining approach to decision making (Walton 1972). Such an approach often leads to "turf" issues, competition for clients or funding, jurisdictional disputes and so forth. As described by Walton, the bargaining style of decision making may be present if participants engage in activities such as these:

1. One agency may attempt to modify the second's perceptions of the value associated with various courses of action in such a way that the second party will provide less resistance to decisions the first party favors.
2. An agency may attempt to structure another agency's expectations about what outcomes the first agency would find minimally acceptable.
3. Participants may use bargaining tactics which involve outlining bargaining positions, communicating threats, preventing opponent agencies from implementing the same operations, and rationalizing away earlier commitments which become untenable. In taking a bargaining position, the verbal or tacit communication is important. How much finality is implied? How specifically is the position indicated? And what consequences seem to be associated with a failure to reach agreement? Each of these considerations requires deliberateness in communicating. The tactics which lend credibility to these communications are equally important. These include presenting one's proposal first, reducing it to writing and striving to continue discussing it instead of other agency's proposals, arousing one's organization in support of a position, taking a stand publicly, and behaving belligerently.

If you find that participants in your inservice sessions seem to use a bargaining approach to problem solving, you may wish to bring up the concept of mutual organizational gains vs. "I win, you lose" and determine whether or not the potential benefits to participants are in fact fixed or open ended.

Interpersonal Goal Conflict

On a personal level, goal conflict is often seen in individuals who have personal or "hidden" agendas which have been little to do with the stated goals of the program.

Such agendas may include:

1. desire for promotion or professional visibility
2. fear of any change in current practices
3. need to conform
4. need for approval
5. need to appear competent
6. fear of rejection
7. need to "win"
8. concerns for professional survival.

Many times a person may make significant contributions to a meeting while striving to achieve one or more "personal agenda" goals. In other situations, however, a participant's personal agenda may interfere with the group's progress. Such individuals can cause a great deal of disruption. The following section offers some suggestions on handling such interference constructively.

Dealing with Disruptive Individuals

Most people do not attend a conference for the express purpose of disrupting it. Even many participants whose actions give you headaches are not fully aware of how they affect others. Nonetheless, if a participant's "personal agenda" hinders achievement of the conference goals, you must deal with these actions as efficiently and constructively as possible. As described by Jones (1980), some of the more common disruptive actions are:

1. interrupting or cutting people off while they are talking
2. monopolizing the session with monologues
3. sidetracking, topic-jumping, changing issues, multiplying concerns
4. polarizing, pushing people to take sides, attempting to co-opt people into agreement with one point of view
5. expressing strong fear of anxiety about probable outcomes
6. challenging the leader and others with regard to data sources, rights, legalities
7. complaining about the system, meeting, leader, agenda
8. threatening to withhold support, resign, deny responsibility, seek retribution
9. accusing the conference leader of being political, or otherwise questioning the conference leader's motives
10. pouting or withdrawing from active participation
11. saying "Yes, but..." a lot, which discounts the contributions of others and stalls movement toward goals
12. throwing a "wet blanket" over the proceedings by pointing out all possible failures
13. personalizing issues and agenda topics, taking all remarks as directed toward persons rather than ideas, looking for hidden meanings.

As an inservice training leader, you may find that many of these examples will pop up occasionally. That is to be expected. What cannot be tolerated is someone who persists in such disruptive behavior, and who thus has a negative and draining effect on other participants. What can be done? Cooper and Heenan (1980 pp. 76-96) have given names to several of these disrupters, described their characteristics and suggested ways to deal with them. A sample of their suggestions follows.

Projectors

The projector attributes his or her own thoughts and feelings to other people. Often projectors are unaware that they themselves are experiencing the feeling they attribute to others. The feelings projected onto others are the ones with which the projector is most uncomfortable. Some are afraid of anger, others are afraid of sadness, and still others are afraid of showing fear. Projectors make statements like "I don't think anyone understands the material," or "People are angry that you are not going to cover...," or "Cheryl was upset when you talked about...". They either talk in generalities or talk about other people. Rarely do they make personal statements about their own thoughts or feelings. Sometimes these projections are accurate, but they are still projections.

To handle the projector constructively, you might use statements such as these:

1. "You've just made a statement for the group. Is that statement true for you?"
2. "I'm wondering if that is really the way you feel."
3. "Let's check out whether other people are really experiencing the feelings you are attributing to them."

The Passive-Aggressor

Passive-aggressive behavior can be very influential although it is often difficult to notice. Passive-aggressive people are hostile or angry but they express their hostility in subtle and indirect ways. Often they attempt to mobilize group members to express the negative feelings they are experiencing. Participants exhibiting passive-aggressive behavior may come a little late to meetings and be mildly disruptive when they arrive and initiate side converations when the leader or someone else is speaking. They often make cutting remarks or hurtful innuendos about people in the group, particularly the leader. If confronted about their comments they claim their statements weren't meant to be taken negatively. They may make unpleasant statements within earshot of the person they intend to hurt. Passive-aggressors also tend to provide verbal support and agreement which is not followed up by supportive actions. Some even give verbal support to a group's efforts while opposing that group's goals in other contexts.

Passive-aggressive people tend to bait a presentor or group leader, but they back off, act naive, and play the victim when the leader attempts to deal with them directly. The leader is often left feeling foolish and defensive. It usually doesn't help to argue with the passive-aggressive person, or to confront the behavior directly. If you feel you need to intervene, the following strategies may be helpful.

1. Take time for a general evaluation. You can say, "Let's take a minute to see how people are feeling about the workshop." If the passive-aggressor responds negatively, thank him or her for the feedback. If he or she responds positively or says nothing, say "I'm glad you seem to be responding well to the workshop so far."
2. If the individual makes a negative statement about the group and seems to be speaking for others, rephrase the statement so that it pertains only to the speaker. If John says "That last exercise was a waste of time," say "You feel, John, that the last exercise was a waste of time."
3. If you feel a need to confront the person directly about his/her actions, and the individual expresses anger directly, you have succeeded in cutting off the indirect passive-aggressive behavior. If the individual denies any angry or negative feelings, then simply say, "I'm sorry, I must have misread you. I'm glad everything is fine."

The Monopolizer

The monopolizer talks and talks. Other participants may withdraw rather than compete for a chance to speak. The monopolizer is generally a poor listener who tries to turn the conversation back to himself or herself. People exhibiting this behavior tend to interrupt others in order to state a personal opinion or relate an experience.

One response to monopolizers is to invite them to practice an alternative behavior such as active listening.

If confronted too directly, the monopolizer may feel hurt. Therefore, choose language that is supportive rather than critical. You can make your statement to the entire group, or more directly to the individual. It is probably best to make statements first to the group as a whole. If the monopolizer's behavior does not change, then it is necessary to address him or her directly. Usually a statement addressed to the whole group gets the point across without causing unnecessary embarrassment.

Suggested statements include these:

1. "We have been primarily hearing from one or two people... I'm interested in hearing from the rest of you."

2. "It might be helpful for those of you who have been doing a lot of talking, to listen more and for those of you who have been doing a lot of listening, to try speaking up more often."
3. "Notice your style of participating. Have you been primarily a listener or a talker in this workshop? Practice exhibiting the opposite behavior and see what new things you can learn."
4. "You have made some interesting comments and now I would like you to give some other people an opportunity to speak."

The Complainer

The complainer finds fault with anything and everything. Examples include: "The seats are uncomfortable," "This workshop is not what I expected," "I hate role playing," and "Do we have to?" In responding, focus on how he or she can become more comfortable and satisfied. Do not take responsibility for the complaints. The complainer will only manufacture additional ones.

Suggested comments include these:

1. "You seem quite dissatisfied with most of the materials being presented. What I hope is you will let yourself be open to it and reserve judgment until the end of the workshop. At the end of the workshop I would appreciate your feedback."
2. "Even though I know you are not getting what you want right now, would you be willing to be receptive to what is being offered, and then decide later on how useful the material is to you?"
3. "If nothing pleases you, perhaps you really do not want to be here."

In general, expressing your perception of what is going on in a tactful way will help all participants focus on the chronic disruptive behavior of an individual. Frequently, shedding light on a situation which may be making the entire group uncomfortable is enough to dissipate any negative influence the disrupters may have. In focusing on such disruptions, it is almost never helpful to use "put downs," sarcasm, flippant remarks, or cutting humor.

THE PROCESS OF ORGANIZATIONAL CHANGE

If you are responsible for a coordinated series of inservice sessions, you may be surprised and puzzled to notice that agency representatives may lose enthusiasm as the sessions unfold. Rather than assuming that this loss of enthusiasm is due to chronic organizational or personal goal conflicts, consider that members might be experiencing an emotional reaction to change which is quite normal whenever organizations are refocusing their goals, objectives, procedures and payoffs.

Nearly always, efforts to establish interagency cooperation focus on defining and revising goals, objectives, and operating procedures. Seldom are participants aware of the extent to which they may experience emotional reactions to the process of change. As described by Kelley and Conner (1979), there are five phases in the continuum of emotional responses to change. These phases are:

1. uniformed optimism (certainty of success)
2. informed pessimism (doubt)
3. hopeful realism (realistic hope of success)
4. informed optimism (confidence that success will occur)
5. rewarding completion (professional satisfication in achievement of objectives).

Key assumptions in this theory include the following:

1. The degree of optimism experienced by someone participating in change is often directly related to that person's expectation of what will be involved.
2. The more participants learn about what is involved in a project, the more pessimistic they may become about their ability or willingness to accomplish it.
3. The level of participants' pessimism or optimism about a project is a function of the information available concerning individual or organizational requirements needed to achieve the desired objectives.

As seen during the process of an interagency team effort, these phases have the following characteristics.

Phase I: Uninformed Optimism. This is a honeymoon period of high hopes. The project looks great on paper. All major obstacles have been identifed and planned for.

Phase II: Informed Pessimism. More problems surface, morale drops, participants ask themselves why they ever got involved or thought they could accomplish the project's goals in the first place. There is a real danger that participants will withdraw during this phase. Some may make a public withdrawal - resign from the group, stop attending meetings, and so forth. Others make a private withdrawal - withhold effort and energy, but pay lip service to the project.

Phase III: Helpful Realism. Overcoming the temptation to quit or withdraw requires hope, determination and support from others, as well as confidence in both self and project. Once the danger area of informed pessimism has been confronted, participants in change efforts usually begin to perceive the project differently. Pessimism declines. At this point, the perception of pushing against problems begins to be replaced by a feeling that achievement of desired goals is becoming a reality. At this critical turning point comes the awareness that successful completion of the project has shifted from a possibility to a probability. Those involved begin to feel a sense of realistic hope based on solid reality testing. They survived and overcame problems, and developed confidence in their capability to handle new problems.

Phase IV: Informed Optimism. In this phase, optimism continues to develop based on growing confidence in oneself and the project. There is a renewed burst of energy which focuses on overcoming problems and uncertainty. A sense that completion is near also develops.

Phase V: Rewarding Completion. A successful change has been made. Those who made it happen often experience a strong sense of professional satisfaction with their accomplishment.

Each phase in the change cycle has an impact on the perceptions, values, feelings, and needs of those involved. To accommodate for these shifts, the project's ends and means are usually altered accordingly.

As the organizer and leader of interagency inservice training sessions, you should inform participants about their own possible emotional responses to organizational change efforts and call to their attention the strong possibility that:

1. they will experience similar emotional responses to their own efforts at organizational change
2. their co-workers will also; but later participants in the effort, especially reluctant participants, may be in a different phase at any given time than those more active in the change efforts.

Lastly, you too may experience a similar process as you organize and prepare the inservice program. First you will be very optimistic. Then you may think "Oh no, what did I get myself into this time?" If you stick it out and seek technical and professional support, you can work through this phase into the later phases of hope, confidence, and ultimately satisfaction of a job well done.

A MULTI-AGENCY INSERVICE: ONE APPROACH

The following example taken from the Network News, Spring 1981, describes a multi-agency effort to provide inservice training to local direct service personnel.

The Technical Assistance and Dissemination Network of the Illinois State Board of Eduacation, the Knox-Warren Special Education District, and the Region 19 Career Guidance Center cooperated in 1980 to provide an inservice series entitled, "Vocational Education for Special Needs Populations." The activity was held at Carl Sandburg Community College in Galesburg and was designed to develop staff competencies for several special needs populations in vocational education. The series consisted of four full-day sessions and was attended by representatives from eight school districts in Knox and Warren counties.

Following the 94-142 needs assessment conducted by Knox-Warren Special Education District in Galesburg in May, 1980, vocational education for special needs populations was identified as a high-priority topic for staff development. At that time, planners began to develop a method of meeting professional needs on this topic.

A series of planning sessions led to the development of specific objectives and the inservice activities required to achieve them. The objectives were:

1. to provide awareness to local district staff of instructional strategies to use with special needs students in vocational education programs
2. to disseminate appropriate materials designed to support instructional strategies for serving special needs students
3. to disseminate materials to aid in the planning and implementation of local disirct inservice activities

4. to train local district staff in the implementation in inservice activities in their districts
5. to develop long-range local district inservice plans.

For maximum effectiveness the planners determined that a team consisting of an administrator, a vocational educator, a guidance counselor, and a special educator be encouraged to attend in order to promote a cooperative approach to planning and implementing vocational programming for special needs learners. Due to the sequential design of the series, the teams were requested to attend all sessions.

Each agency assumed specific responsibilities as indicated in Figure 16 below.

Figure Sixteen

Agency Responsibilities

	Knox-Warren Sp. Ed. Dist.	Career Guidance Center	Network/Illinois State Board of Education
Announcements/ invitations	x		
Substitute pay for participants	x		
Meeting rooms		x	
Agendas			x
Audio-visual equipment		x	
Presenters		x	x
Materials		x	x
Luncheon	x		

The sessions were a combination of material dissemination, awareness of instructional strategies, and inservice planning and development at the local level. The sequence of activities followed that of Instructional Development for Special Needs Learners, An Inservice Resource Guide by Dr. Allen Phelps, University of Illinois.

Session #1 began with a discussion of the present legislation affecting the education of special needs populations. Simulations were used to create an awareness among the participants of the problems faced by the handicapped, disadvantaged, and limited English proficiency students in the classroom.

The afternoon session was devoted to the identification and assessment of the special needs learner and the development of cooperative instructional arrangements between special education and vocational education instructors.

Session #2 addressed topics ranging from instructions to administrators on how to claim the special needs populations for reimbursement from the Department of Adult, Vocational and Technical Education, to descriptions of resources available for counselors through the Region 19 Career Guidance Center. The vocational and special educators in attendance discussed the identification of appropriate career clusters, special training techniques and strategies, analysis of instructional materials, and evaluation of programs and learner progress.

The goal of Session #3 was to train participants in the planning, development, and implementation of inservice programs. The session began with an overview of a process to use when planning staff development activities for use in the delivery of inservice programs. The day ended with a review of the human, monetary, and material resources available to local districts to assist in their staff development efforts. Participants were encouraged to develop and conduct an inservice needs assessment of their local districts and return to the final session with the results.

Session #4 was a planning session. Based on local district needs, participants were helped to develop inservice plans, mini-grant proposals, and/or Request for Application proposals.

This inservice design was implemented to provide a foundation for the development of effective vocational programming for special needs students. The participating districts were encouraged to adapt the presented materials, methods, strategies, and services to meet their individual needs and the needs of their students.

Further information regarding this inservice series is available from the Consultant Section, DAVTE, 100 North First Street, Springfield, Illinois 62777, phone (217) 782-4877.

INSERVICE TRAINING TO IMPLEMENT AND SUSTAIN INTERAGENCY LINKAGES - STATE LEVEL

Appropriate and timely inservice training should be an important part of all local level efforts to initiate or improve interagency cooperation. As a state level staff person, you can strengthen local inservice programs by the administrative support and technical assistance you offer.

Administrative Support

State level staff can support local inservice training efforts by providing financial assistance and insisting that all requests for such help describe how the inservice effort will overcome barriers to cooperation and create or enhance facilitators to cooperation. Facilitators include development of an appreciation for the concrete benefits to be gained by cooperating, local administrative support, a feasible communication mechanism, and a mechanism to resolve disagreements. Local administrative support might be demonstrated by the commitment of personnel and other resources to the inservice effort and to actual linkage activities.

A suggested format which could be used by local personnel who seek state level assistance contains the following parts:

1. title of the inservice training effort
2. expected funding source(s)
3. expected participants (including their respective job roles and agency affiliations)
4. content
5. format (including followup plans)
6. intended learner outcomes
7. time required
8. cost to participants
9. cost to school districts or to other cooperating agencies
10. amount and cost of materials and supplies
11. incentives for participation (including estimated cost).

While all of these components contribute to a successful inservice effort, you may have a strong influence over whether or not local personnel have the means to offer incentives to participants. Such incentives include:

1. release time for participation
2. partial or total reimbursement of lodging, meals and travel expenses
3. tuition subsidies
4. stipends for participating in training
5. availability of academic credit for completion of training
6. availability of certification/recertification credit upon successful completion of training.

Resources which you allocate for use as incentives can often be the catalyst which sparks interagency contact that is sufficiently lengthy, comprehensive, and intense to result in a breakthrough in interagency cooperation.

Technical Assistance

As a state level staff person, you may be called upon to help develop local cooperative inservice training agreements. You may also be asked to suggest speakers or to make presentations yourself. To respond to such requests more effectively, consider the following suggestions:

1. Develop a suggested format for cooperative inservice agreements which could provide a starting point for local service providers.
2. Compile a list of resource persons whose attitudes, expertise and communication skills make them effective advocates of cooperative vocational education programming for handicapped students.
3. Develop a series of presentations which draw on your own area of expertise and your current job duties. The format and content of these presentations should allow for adjustments in length and focus to meet the needs of different audiences.
4. Keep abreast of policy and procedural developments in other human service delivery agencies.

Indirectly you can make local inservice training efforts more effective by advocating that your own agency, in conjunction with other agencies when appropriate, attempt to deal with the following issues at the state level:

1. Certification standards which may be irrelevant or inadequate. Certification requirements should insure that personnel serving handicapped youth and adults receive interdisciplinary training.
2. Short, isolated inservice sessions. These are often inadequate to transmit the skills needed by direct service staff who are expected to work cooperatively with other professions in providing vocational education to handicapped students. Yet such a format is used very frequently.
3. The need for more inservice training which focuses on interagency planning, decision making and program implementation.
4. Teacher educators and counselor educators who should be encouraged to stress the importance of becoming informed about the goals and practices of related professions. These educators should also be encouraged to impart techniques which are useful in a multidisciplinary setting.

While it would be unrealistic to expect these issues to be resolved quickly, their complexity does not excuse inaction. State decision-makers in the human service and educational arenas must insist that sufficient training be provided so that high quality service can be delivered in a cooperative and timely fashion.

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CHAPTER 7

Evaluation of Interagency Linkages—Local Level

John J. Gugerty

INTRODUCTION

At its theoretical best, program evaluation is a "systematic continuous process of providing information about the value or worthwhileness of a program for purposes of decision making" (Spaniol 1975) or a "process of delineating, obtaining, analyzing and providing useful information for judging decision alternatives" (Stufflebeam 1973). More commonly, program evaluation frustrates the evaluator, imposes on the direct service staff, and is used by decision makers in ways not intended by the theoreticians.

This chapter hopes to counteract in a small way the massive dissatisfaction with evaluation by touching on the following:

1. goals of program evaluation as it relates to interagency efforts to provide human services
2. suggested stages in the evaluation process
3. checklists and flowcharts to help structure evaluation efforts
4. unresolved program evaluation issues which could influence multi-agency program evaluation efforts.

ASSUMPTIONS

The following assumptions underly the discussion to follow.

Assumption One. You and your counterparts in the cooperating agencies want to know whether or not interagency efforts had a measurable impact on students or clients.

If you need a program evaluation to justify prior decisions, meet governmental mandates, impress professional or community groups, or delay decision making, your task is simplified somewhat. For these uses of program evaluation, a well publicized beginning followed eventually by a beautifully packaged publication should meet your needs.

Assumption Two. You have at least a minimum level of resources which you can commit to the evaluation effort for as long as it takes.

This assumption implies that at least one staff member with expertise in program evaluation is present, under your direction, and assigned to the evaluation effort for a definite percentage of his or her time. The assumption also implies the presence of sufficient clerical, data processing, and communication capabilities to support the evaluation effort through to completion.

Assumption Three. You and your counterparts in the other cooperating agencies are prepared to spend a substantial amount of time and effort quieting fears and overcoming resistance displayed by the direct service practitioners upon whom additional demands will be made.

GOALS OF PROGRAM EVALUATION AS IT RELATES TO INTERAGENCY PROGRAMMING

As a decision maker, you will probably want to know:

1. the scope and quality of linkage/service integration activities. Did directives get carried out? Were interagency contacts made by direct service staff involved with specific students/clients? Were IEP/IWRP planning meetings held? Were the plans carried out? Did required data get recorded?
2. whether or not those aspects of the linkage effort which were carried out as planned had any impact on the students/clients served.

STAGES IN THE EVALUATION PROCESS

To address these goals, you, your counterparts from cooperating agencies, the evaluation experts assigned to the task, and key direct service personnel from each cooperating agency must invest the time and energy required to work through each stage in the evaluation.

As described by Slepow and others (1980) these stages include focusing, planning, implementing, and assessing/reporting.

Focusing establishes the scope and objectives of the evaluation activity. It also emphasizes the early involvement of those expected to participate in the program evaluation.

During this stage, agency representatives meet to:

1. identify the decision makers who will use the evaluation results
2. specify the goals and limits of the evaluation
3. agree on which person or agency was responsible for each part of the program to be evaluated
4. come to a consensus on the appropriate level of effort for the evaluation
5. specify objectives to be achieved.

If agreement cannot be reached on the purpose, programs or components to be evaluated, scope of effort, and basic time frame for completing the evaluation, the evaluation should stop.

If the focusing stage results in goal consensus and resource commitment, the second stage, *planning*, is begun. The planning stage should result in a blueprint for conducting the evaluation and disseminating results. The evaluation plan includes development of measurable objectives, development of data collection methods, agreement on who will collect what information and when, and target dates by which key steps will be completed. How and by whom the data will be analyzed is also agreed upon.

In this planning stage, participants also specify what type of dissemination will be carried out, and the way(s) in which data will be presented to each recipient (verbal, written, comprehensive, summary, and so forth).

Because evaluation is very unpleasant for most evaluees, the planning team might consider using data already being collected by each participating agency rather than developing new data. For example, vocational rehabilitation success criteria often include:

1. average amount of time from application for services to closure
2. amount of case expenditures
3. proportion of clients rehabilitated into competitive employment
4. average earnings of clients before and after rehabilitation
5. average reduction in amount of public assistance received.

Vocational education programs also have tangible indicators of success, such as these:

1. number of handicapped students completing the program (certificate and degree)
2. number of handicapped persons obtaining and maintaining employment in areas of training
3. time between enrollment and completion
4. proportion who drop out and are not employed or in the military.

Similar criteria could be enumerated for special education and guidance efforts, primarily through analyzing the scope and content of the Individualized Education Programs developed for each handicapped student.

The evaluation team could attempt to determine the effectiveness of interagency linkages by comparing "prelinkage" performance on selected criteria over a specific time period with "postlinkage" outcomes over a similar time period for those programs or components in which the evaluation team can document that linkage activities were carried out. While this design would not be the most technically elegant, it has the tremendous advantage of not placing another set of duties and recordkeeping obligations on already overburdened direct service personnel.

If the evaluation team does decide to collect new data, the following checklists may help structure this process. The first checklist, Figure 17, outlines suggestions to consider when developing a questionnaire. Figure 18, the "Mail Followup Survey Instrument Critique" is helpful when reviewing existing followup instruments.

During the *implementation* phase, evaluation staff obtain necessary information, analyze it, interpret the results, spell out implications, and suggest alternatives.

Siplow and others (1980) stress the importance of reviewing the results for biases and examining the technical accuracy of the procedures. These authors also recommend strongly that drafts of the data analyses and interpretations be discussed with decision makers for whom the evaluation was conducted so that the final version(s) will meet their needs as much as possible. Facts seldom speak for themselves.

Figure Seventeen

CHECKLIST FOR DEVELOPING QUESTIONNAIRE ITEMS

A. The Foundation

1. Find out who needs the information.
2. Learn in specific terms what decisions are going to be made on the basis of your information.
3. Outline the facts that will be needed to make those decisions.
4. Identify respondents who have the information you need.
5. Use a procedure that will provide information of sufficient reliability.

B. The Question Type

1. Open-ended questions
    a. Before using an open-ended question, see whether it can be replaced with a multiple-choice question. (Sometimes it cannot.)
    b. Before using an open-ended question, be certain that you will have enough time to analyze the data.
    c. Make a particularly strong effort to avoid open-ended questions when the respondent does not have education beyond the eighth-grade level. (Some would have said high school level.)
2. Two-way questions
    a. Be certain that two alternatives are enough.
    b. Try to use two forms of the question, in two different questionnaires, with the order of appearance of the alternatives reversed from one to the other. (This will counter any tendency people may have to choose the first or last answer they see.)
    c. Be certain that the alternatives do not overlap.
    d. Be certain that you will know what "was really meant" by each answer.
3. Multiple-choice questions
    a. Check to be certain that you have thought of all reasonable alternatives. (Cross check this during pretesting.)
    b. If you are asking people to choose from a list of numbers, be certain that "response set" tendencies to choose from the middle of the list will not bias responses to your question. (Consider using different forms of the question, with alternatives in different order, for different parts of your sample.)

Figure Seventeen (contd.)

- c. Similarly, if you have alternatives that are lengthy, make sure the tendency to choose from the beginning or end of the list does not bias your answers. (Again, consider using different forms, and keep the number of words in each response as low as possible.)
- d. Be certain the item does not include an alternative that will overwhelm the other alternatives.

C. Writing Questions

1. Initial development
    - a. Don't use terms or ask questions about topics which are unfamiliar to your respondent.
    - b. Make sure that any answer the respondent makes will have a clear meaning to you.
    - c. Don't ask people to make undesirable choices.
    - d. Don't lead your respondents by wording the item so they will know what you want.
    - e. Make the item and the choices short, and use simple words.
    - f. Make certain the item clearly specifies what you want the respondent to do.
    - g. Don't ask respondents to do several things in one item.
    - h. Don't ask for several kinds of information in one item.
    - i. Don't use tricky wording, especially double negatives.
    - j. Don't ask for fine distinctions, unless you *know* they will be meaningful to your respondents.
    - k. Don't word your question in such a way that the balance of responses will unavoidably be in one direction (loading).
    - l. Be sure your answers are worded so that someone who disagrees with you can find an answer presenting his side of the issue.
    - m. Screen your items for "All-American" words or "dead give-away" words.
2. Pretesting
    - a. For pretesting, use subjects representative of your eventual target.
    - b. Ask your respondent to provide both an answer and a reason for the answer.
    - c. Ask whether there are other answers that could have been given.

Figure Seventeen (contd.)

3. One last look
   - a. Re-read each question, and apply the "so what" criterion. (Will this information really make a difference to the decision maker?)
   - b. Re-examine each of the elements of information originally identified as necessary, and be sure that there is at least one question on each, and that the responses will provide a clear basis for that part of the decision.
   - c. Read the questionnaire as a whole to check that:
     - (1) The flow of items as a whole will not confuse the respondent.
     - (2) The flow of items as a whole will not tip him off as to what answer you think is correct.

Using this checklist and the thoughts contained in the preceding sections will not guarantee a successful questionnaire or a successful test. However, it is hoped that they will make the job a little faster. or a little easier, and a little better.

From: Jacobs, T.O. Developing Questionnaire Items: How To Do It Well. Alexandria, Virginia: Human Resources Research Organization, 1974.

Figure Eighteen

MAIL FOLLOWUP SURVEY

INSTRUMENT CRITIQUE

Instrument Name ______________________ Reviewer ______________________ Date ______________

Criteria Addressing the Introduction/Cover Letter	Problem	Not a Problem
1. Identification of the purpose and use of the instrument	________	________
2. Identifying why the respondent was selected	________	________
3. Assurance of confidentiality and anonymity of the respondent	________	________
4. Motivator(s) for completion and return of the instrument	________	________
5. Directions for returning the completed instrument	________	________
6. Identifying who is requesting the information	________	________

Comments:

Criteria Addressing the Directions:		
7. Directions for completing the instrument	________	________
8. Guidelines for comments	________	________

Comments:

Criteria Addressing the Items:		
9. Item stems relevant to purpose of the instrument	________	________
10. Unidimensional stems usage	________	________
11. Specified unit of response	________	________
12. Exhaustive response categories	________	________
13. Non-overlapping response categories	________	________
14. Response categories relevant to the stems	________	________
15. Other response options provided when necessary (I don't know, not applicable, no opinion, etc.)	________	________
16. Use of language which may bias responses	________	________
17. Use of clear terminology	________	________
18. Use of correct grammar	________	________

Comments:

Criteria Addressing the Format:		
19. Clearly printed instrument	________	________
20. Adequate space for responses and comments	________	________
21. Logically sequenced items	________	________
22. Conveniently located directions	________	________

Comments:

Adapted from the Instrument Summary Critique (Hallawell, 1980)

In examining the preliminary results, be especially sensitive to instances of biases such as (Devine 1981, p. 108):

1. The Glittering Generality. This is found when something is given a good label so that it will be accepted without an examination of evidence.

   (Example) "This plan will relieve the tax burden on the public."

2. Name calling. This is present when something is given a negative label so that it will be automatically rejected.

   (Example) "That organization is Un-American."

3. Transfer. This practice associates something which possess prestige and authority with something else in order to make the latter more acceptable.

   (Example) "You can believe him because he is a hard worker." (So were Al Capone and Albert Speer. The purpose for which one works is the key, not the effort expended.)

4. Testimonial. This is seen frequently in commercials or on book jackets. The prestige, expertise, and good will associated with a famous person is linked to a product or activity in hopes that it will "rub off".

5. Card stacking. This propaganda device is practiced when only favorable (or unfavorable) facts are presented, and contrary evidence is suppressed.

   (Example) "My program will lead to fewer dropouts, increased reading scores, lowered absenteeism, and higher staff morale."

In addition, review the preliminary interpretation for common errors of reasoning such as these (Devine 1981):

1. *Post hoc ergo propter hoc* ("after this; therefore, because of this"). Such errors are made when the thinker assumes that because A came before B, A must be the cause of B.

2. Begging the question. This fallacy is present when something is assumed although the proof is not demonstrated.

3. Faulty dilemma. This fallacy presents only two sides of an argument when actually there are more than two. For example, before Hitler came to power, he told voters they had to choose between National Socialism and Communism, but they really had several other alternatives. He won the election.

4. Ignoring the question. This is found whenever the speaker or writer continues the argument while ignoring the basic issue involved (as when politicians respond to a question by answering a different question).

5. *Argumentum ad hominem.* This error is found when the speaker or writer sidetracks the argument by making accusations against a person.

Blatant examples of these errors may not appear in an evaluation report, but subtle versions may creep in.

A third major source of difficulty in evaluation reports could be described as "Wishy Washy Weasling". If a conclusion is demanded by the data, make it.

The last stage of the evaluation process involves *disseminating results and assessing the evaluation effort itself.* Dissemination activities must provide accurate information which points to definite decision alternatives. This information must be presented on a timely basis to each recipient in a format appropriate for maximum understanding. In short, place yourself in the listener's shoes. Would you find your proposed dissemination effort too dull, too detailed, too academic, or too vague? If so, chances are your audience will also.

As a guide to visualizing the evaluation process, Figure 19 presents a proposed flowchart of the steps involved in each stage of the evaluation. This flowchart, together with the worksheet presented in Figure 20, can be used to structure the evaluation process and record its key elements.

ISSUES IN IMPLEMENTATION

Staff at all levels in human service organizations resist performing evaluation, being evaluated, or using evaluation results when deciding programmatic issues. On a personal level, staff resist the changes implied when anyone seriously advocates that their program be evaluated.

On an organizational level, decision makers must and do respond to many factors besides evaluation results when making programmatic decisions. Weiss (1972) included among these factors the program's political and organizational feasibility; its acceptability to representatives of funding agencies, to staff, and to constituents; availability of funding; ideological commitment to (or against) the program; and interest in maintaining the agency's reputation.

If program evaluation is to become a more widely respected and used tool to improve decisionmaking, four prerequisites are needed (Brownfield and Hayek, 1980):

1. Program evaluation must become and be perceived as a vital function of the management process.
2. Evaluators must become more skilled at functioning in the political arena. (There is no such thing as a nonpolitical program evaluation.)
3. Both managers and the staff they assign to conduct evaluations must accept the proposition that there is a core of skills necessary to fulfill the responsibilities of the program evaluator role.
4. Human service agencies must commit sufficient resources to make possible the first three prerequisities.

Figure Nineteen

METHODOLOGY FOR DISCRETE EVALUATIONS
Program Evaluation Section
Virginia Department of Rehabilitative Services
Draft Copy - May 15, 1980

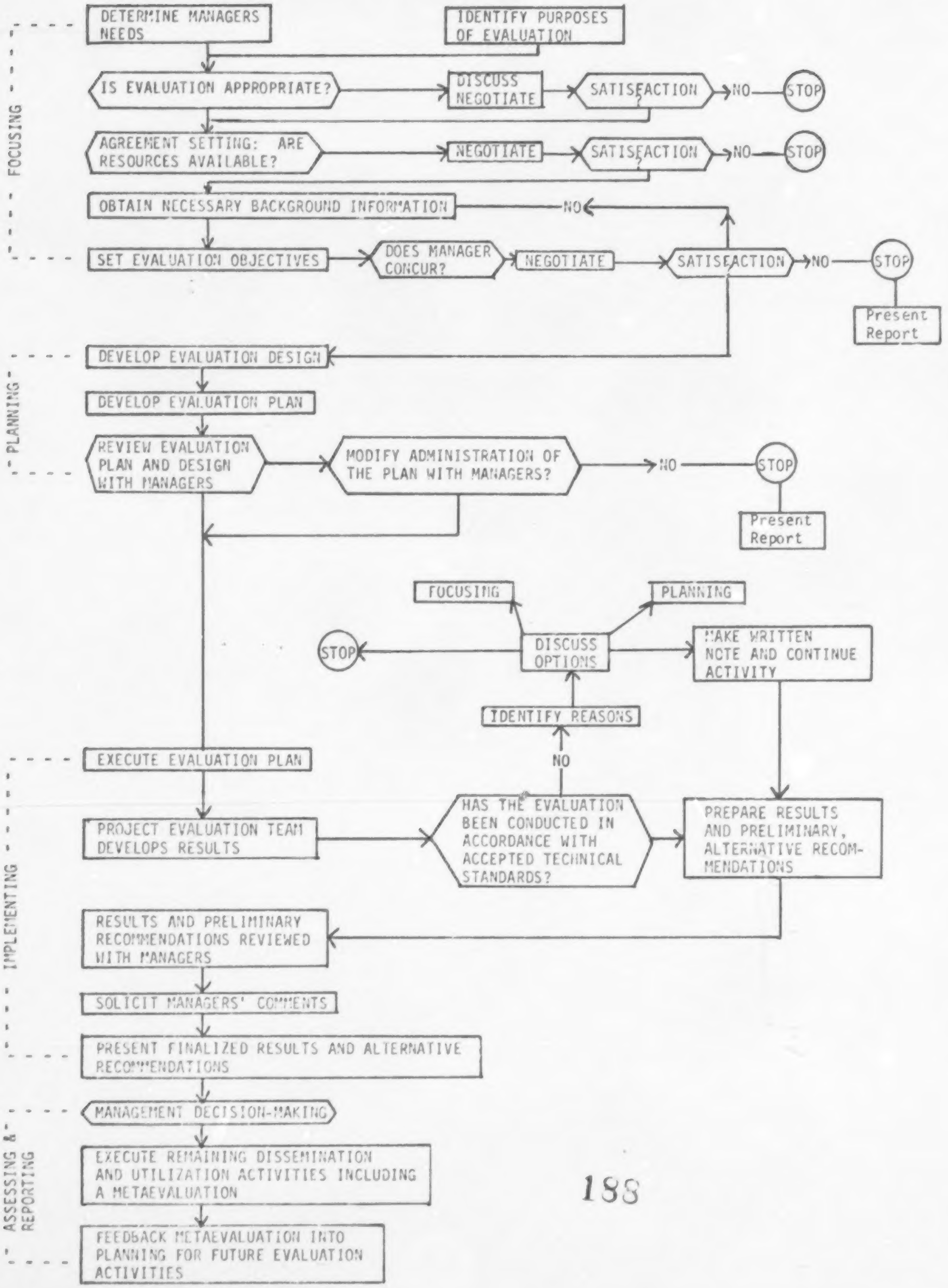
FOCUSING
DETERMINE MANAGERS NEEDS
IDENTIFY PURPOSES OF EVALUATION
IS EVALUATION APPROPRIATE?
DISCUSS NEGOTIATE
SATISFACTION?
NO
STOP
AGREEMENT SETTING: ARE RESOURCES AVAILABLE?
NEGOTIATE
SATISFACTION?
NO
STOP
OBTAIN NECESSARY BACKGROUND INFORMATION
NO
SET EVALUATION OBJECTIVES
DOES MANAGER CONCUR?
NEGOTIATE
SATISFACTION
NO
STOP
Present Report
PLANNING
DEVELOP EVALUATION DESIGN
DEVELOP EVALUATION PLAN
REVIEW EVALUATION PLAN AND DESIGN WITH MANAGERS
MODIFY ADMINISTRATION OF THE PLAN WITH MANAGERS?
NO
STOP
Present Report
FOCUSING
PLANNING
STOP
DISCUSS OPTIONS
MAKE WRITTEN NOTE AND CONTINUE ACTIVITY
IDENTIFY REASONS
NO
IMPLEMENTING
EXECUTE EVALUATION PLAN
PROJECT EVALUATION TEAM DEVELOPS RESULTS
HAS THE EVALUATION BEEN CONDUCTED IN ACCORDANCE WITH ACCEPTED TECHNICAL STANDARDS?
PREPARE RESULTS AND PRELIMINARY, ALTERNATIVE RECOMMENDATIONS
RESULTS AND PRELIMINARY RECOMMENDATIONS REVIEWED WITH MANAGERS
SOLICIT MANAGERS' COMMENTS
PRESENT FINALIZED RESULTS AND ALTERNATIVE RECOMMENDATIONS
ASSESSING & REPORTING
MANAGEMENT DECISION-MAKING
EXECUTE REMAINING DISSEMINATION AND UTILIZATION ACTIVITIES INCLUDING A METAEVALUATION
FEEDBACK METAEVALUATION INTO PLANNING FOR FUTURE EVALUATION ACTIVITIES

Figure Twenty

PROGRAM EVALUATION PLANNING WORKSHEET

This worksheet is designed to aid a multiagency evaluation team in sorting through some of the basic steps in planning a research project. The planning tasks suggested are not all inclusive and should be expanded as needed for a particular project.

1. Goals of the program to be evaluated (specify by agency if appropriate):

____

____

____

2. List the timetable for completing each of the following activities of the planned research projects:

	Starting Date	Finishing Date
a. Designing the Study		
b. Data Collection		
c. Data Analysis		
d. Completed Report		
e. Action on the Results		

3. List the specific roles of each team member in activities (a) through (f) below:

	Name and Agency			
a. Designing the Study				
b. Data Collection				
c. Data Analysis/Interpretation				
d. Writing the Report				
e. Reporting the Results				
f. Acting on the Results				

4. Identify the sources of available data for the study:

Location(s)	
	a. Manual Student/Client Records
	b. Other Manual Records
	c. Computerized Student/Client Data
	d. Computerized Agency Data
	e. Manual Agency Data
	f. Machine Readable Data Available
	g. ____________________
	h. ____________________

Figure Twenty (contd.)

5. Outline the data collection methods to be used:
Population & Agency from which data will be collected:

a. Surveying a sample				
b. Obtaining data from manual records				
c. Obtaining data from MIS				
d. Other ____________				

6. Statistical Analysis used in the study:

____________ a. Correlation analysis
____________ b. Test of significance
____________ c. Frequency and percentage
____________ d. Other ____________

7. Methods of Dissemination:

		presented by	presented to
____________	a. Highlights or abstract	____________	____________
____________	b. Report to Certain Personnel only	____________	____________
____________	c. Formal Report	____________	____________
____________	d. State or national publication	____________	____________
____________	e. News release	____________	____________
____________	f. Other ____________	____________	____________

8. What are the possible implications of the evaluation for service delivery?

a. ____
b. ____
c. ____

9. What are the plans for implementing the possible recommendations which may be indicated by the results of this research project.

a. ____
b. ____
c. ____

10. Additional Notes and Comments:

____
____
____

Adapted from the Research Project Planning Worksheet (Author and date unknown).

EVALUATION OF INTERAGENCY LINKAGES - STATE LEVEL

As a state level decision maker, you can support the development of local level program evaluation of interagency efforts in several ways. Perhaps the most effective way would be to examine current state level program evaluation, review or monitoring efforts. The following questions could help you focus this examination:

1. What proportion of the review/evaluation checklist/report form focuses on the relationship of performance to outcome? A focus on practices and procedures in isolation is often found in "yes-no" evaluation questionnaires. Such questionnaires seek information about the presence or absence of some factor that is assumed to make a positive contribution. These key questions are too easily overlooked: Which of these procedures make any positive difference? Which are harmful? Which are irrelevant? It is very difficult to find answers to these questions unless the focus of the monitoring or evaluation rests squarely on relating practices to outcomes.
2. What type of orientation/training is required of program reviewers or evaluators before they join a evaluation or program review team?
3. Are specific measurable goals for the evaluation effort set prior to each program evaluation?
4. Do evaluees receive feedback which focuses on improving desired outcomes or do they receive feedback which stresses methodology, standards, or other process issues in isolation?

A state level focus on outcome evaluation would be enhanced by increasing the leeway allowed to local service delivery units in the methods they use to attain the desired outcomes.

A second suggested way to encourage local level personnel to carry out interagency program evaluation is to provide them with technical assistance is setting up a local interagency evaluation team, designing an evaluation, analyzing data, and disseminating results.

A third, indirect, way to support the evaluation of local level interagency linkages would be to lessen as much as possible the state level agency's contribution to barriers which can make a difficult evaluation task almost impossible:

1. different eligibility criteria for services
2. different data reporting requirements
3. different jargon, labels, and definitions
4. different budgeting cycles.

The final suggested way to support local interagency program evaluation is also the most vague. It is simply to do all in your power to lessen turf protection behavior, rivalries, power struggles, and unhealthy competition for limited resources and the "best" clients. These attitudes are too often found both at the state and local levels.

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CHAPTER 8

Implementation of Interagency Agreements

Lloyd W. Tindall

INTRODUCTION

Successful implementation of formal and informal interagency agreements depends greatly upon how the agreements were formulated, who was involved and who will be on the implementation team. The same principals of implementation apply to both State and local level teams. The most visible form of successful interagency linkage agreements is an improvement in the vocational education and employment of handicapped people. Well planned interagency agreements bear no fruit until successful implementation has occurred. Those charged with the actual implementation of the agreement play a most crucial role in the success of the interagency efforts.

Previous chapters in this handbook detail the factors which need to be addressed in order to develop appropriate interagency agreements. If you have not already done so you should read the previous chapters to help develop a practical and organized approach to interagency linkages.

The States which served as Model States to the Vocational Studies Center project, Maryland, New Jersey and Virginia developed State interagency linkage models and implemented these models at the local level. Detailed write ups of these Model States and their efforts to improve vocational education for handicapped people can be found in chapters eight, nine and ten of this handbook. Therefore, the implementation procedures used by the three States will not be repeated in this Chapter.

State interagency linkage teams must provide leadership in the development of interagency agreements. This involves setting up a model linkage agreement at the State level, exhibiting cooperative attitudes and providing guidance, advice and assistance to local teams. State level linkage teams usually have fewer team members than local level teams. In the Vocational Studies Center project it was required that at least vocational and special education and vocational rehabilitation and guidance personnel be members of the State linkage team; however, additional members were welcome.

ARE THERE LEGAL MANDATES FOR IMPLEMENTATION?

In preparing for implementation it should be noted that interagency linkages are not mandated by Federal laws. Interagency linkages are, however, a useful tool to help carry out existing public legislation. Public Law 94-482 (Vocational Education Act Amendments of 1976) requires that the State Plan for use of the Vocational Education Act funds correlate with the State Plan required by Public Law 94-142 (The Education of All Handicapped Children Act of 1975). Public Law 94-142 in defining the term "Special Education" states that "The term also includes vocational education if it consists of specially designed instruction, at no cost to the parents, to meet the unique needs of a handicapped child." Section 504 of Public Law 93-312 (The Rehabilitation Act of 1973) requires that schools and adult education programs that receive Federal funds to provide eligible handicapped persons with a free education that will meet their needs as appropriately as equivalent programs meet the needs of non-handicapped persons. This would include vocational education.

One can surmize from the Federal laws that cooperation among agencies would be to the advantage of all concerned, even though formal linkages are not mandated. At the State level some States have required that Local Education Agencies show documentation of interagency cooperation before receiving project funds. Some State Chief School Administrators have required that a vocational educator be on the Individualized Education Plan team if the student is to receive vocational instruction.

Leadership at the State level is vital to implementation of State Interagency Agreements at the local level. State personnel can provide inservice training for local level team members, can help initiate and promote local agreements and provide technical assistance in the implementation. The following information is designed to help both State and local team members implement interagency agreements. Special emphasis is placed on the implementation of interagency agreements at the local level.

INSIGHT FROM PREVIOUS EFFORTS

Several earlier efforts have described and identified factors which contribute to the development of successful interagency linkages and which provide insight into appropriate implementation practices. Levine and White (1961) formulated that the resources necessary for achieving an agency's objectives were clients, labor, equipment, knowledge about the services to be delivered and funds. An agency which controls all these elements would not have a need for interagency cooperation. It is rare that an agency would control all resources, therefore cooperation becomes a possibility. Levine and White stress the importance of "domain consensus" as a necessity for exchange and for successful cooperation. An agency's domain is made up of its goals, specialties, services which it provides and whom it serves. The agencies involved must agree on who covers which services, specialties and client groups to achieve domain consensus. If no agreement is reached there will be competition for scarce elements instead of cooperation.

Agencies with a background of cooperation were found by Hage and Aiken (1968) to possess the following characteristics. (In Rul #6, p. 18)

1. They were complex, in the sense of having more staff with specialized functions, and more different types of activities within the organization.
2. They were more innovative. That is to say, they had more new programs.
3. They had more active internal communication systems, as measured by the number of committees and frequency of committee meetings.
4. They were slightly more decentralized, as measured by staff input into decision-making.

The Research Utilization Laboratory (1968, p. 18-19) listed some theoretical reasons as to why agencies do cooperate. The factors were practical applications which tend to encourage interagency cooperation and which may have an influence upon the implementation of agreements. These factors were:

1. A major funding source changes its priorities.
2. There is a scarcity of resources which are crucial to delivery of needed services.

3. There is a general reduction of funding levels, necessitating a more efficient operation.
4. Consumers or the general public are demanding new services or improvements of old services.
5. An emergency, like a flood or an earthquake, might effect the entire services.
6. There is a gap in services.

Other factors which encourage cooperation are a general interest in innovation by at least one agency, a past record of cooperation, a mutual desire to decrease overlap in services and a general compatability of objectives among the agencies.

Additional reasons for interagency cooperation provided by the Research Utilization Laboratory were (p. 20):

1. An agency will gain status from cooperating with a more prestigious agency.
2. An agency will gain tangible benefits.
3. Each agency has some surplus resources that can be traded for something else.
4. An increase in services increases exposure and recognition for an agency.

The Denver Regional Rehabilitation Research Institute completed a study which identified various formal and informal links between professional agencies (Baumheier, 1978). The characteristics of the exemplary relationships identified in site visits to Vocational Rehabilitation agencies which had linkages between one or more agencies provides an insight for implementing agreements. These characteristics which were summarized in Rehab Brief (1979) are listed below.

1. One agency or an external coordinator must assume leadership in putting together and maintaining linkage networks.
2. All agencies involved must recognize the authority of one case manager, who is responsible for coordinating services.
3. The orientation and motivation of the senior administrator may have a profound effect on the success of linkages.
4. Interagency councils or committees with power to negotiate policy or procedural changes are helpful.
5. It is necessary to allocate staff time as well as sufficient funding for linkages.

6. Client and consumer advocacy groups may assist by bringing about increased pressures for dealing with problems.
7. The organizational structure and setting may affect the success of cooperative agreements.

In 1979 the Regional Resource Center Task Force on Interagency Collaboration published a Guide which identified nine strategy areas as being necessary for successful local implementation. A series of tasks and activities to be accomplished to carry out the strategies were provided along with a variety of supplemental materials to help implement the strategies. The nine strategies were as follows:

1. Determine needs and rationale for initiation of the interprogram collaboration project.
2. Define service delivery populations of interest.
3. Identify agencies and programs serving or authorized to serve the target population(s) and contact agency administrator.
4. Define current program policies and service responsibilities of identified programs.
5. Compare local programs and procedures to identify gaps, overlaps, constraints, and needed linkages.
6. Identify local policies and procedures wherein modifications would enable satisfaction of need and rationale for collaboration and specify the needed modifications.
7. Determine which modifications can be made on the local level and incorporate these modifications in the local interprogram agreement.
8. Enable implementation of interprogram agreement.
9. Implement local evaluation functions.

Ferrini, Matthews, Foster and Workman (1980), characterized the delivery of services by community service providers as follows:

1. unserved or underserved clientele who fall into the cracks between agency mandates
2. inefficient use of resources
3. poor or non-existent linkages between related services
4. inadequate referral network to help users locate the services they need
5. competition among organizations for clientele and/or federal and state dollars.

The authors stated that successful interagency collaboration would need to be voluntary and democratic and that the collaborative effort will require a considerable time investment, systematic planning and an interactive process facilitated by an impartial leader. A crucial aspect of implementation is regular team meetings at which attendance is critical. They listed the following three things which could be done to encourage attendance at meetings (p. 101).

1. Remind members of the meetings schedule they devised to monitor progress in implementing their plan. Stress the importance of attending these meetings.
2. Before each meeting, send a memo to all team members reminding them of the time and place of the coming meeting. Include the minutes or summary of the work accomplished at the last meeting.
3. Encourage members to be accountable to one another. If someone misses a meeting, ask another team member to contact that person, brief him or her on the meeting, and emphasize that the member was missed and needed.

Ferrini, et al., suggest that the agreement which is being implemented may be fragile and that changes and revisions may be needed. He states that consensus among the team members will be needed to insure the integrity of the team's plan when such changes are necessary. The following considerations will help with this task:

1. Make sure that all team members are present when decisions are made.
2. Make sure that the team identifies all available options before attempting a decision.
3. Make sure that an opportunity to discuss the options is available and provide for negotiation of differences.
4. Encourage solutions which address common and complementary concerns among team members. (p. 101)

Suggestions were made on how to plan an agenda for implementation meetings which would keep the participants on the key issues. This agenda follows:

1. team leader summary of accomplishments to date
2. presentation and modification of agenda for meeting
3. report on tasks (or portion of tasks) accomplished and any difficulties encountered

4. feedback from the team or progress of tasks and discussion of how to overcome difficulties
5. discussion and choice of alternative approaches if the task cannot be performed as expected
6. discussion of possible revisions in future tasks if this seems probable or necessary
7. review of action plan to determine work to be accomplished by the next meeting and clarification of work
8. develop (on newsprint) agenda for next meeting.

A project which identified and reviewed ten exemplary models of cooperative occupational preparation of handicapped students was conducted by Ashby and Bensberg, 1981. Ten secondary schools were selected from around the nation to participate in the study. Schools were selected which were considered to be exemplary in terms of the quality of the educational services offered and the extent to which the program utilized multiple funding sources and coordinated efforts between at least two of the three main programs of concern to the project. These programs of concern were special education, vocational education and vocational rehabilitation.

A review of the ten exemplary programs revealed that the following activities were common in the successful implementation of the interagency agreements.

1. Team members agreed upon a plan of action.
2. The identification of the handicapped students was initiated immediately.
3. Team members spent considerable time in developing community relations and the education of the community concerning the interagency approach.
4. Each agency did its task to keep students moving through the program. Several individuals cooperated to coordinate the flow of handicapped students through the program. Someone was assigned to follow each student through the program.
5. There was a continuous sharing of information.
6. A multidisciplinary approach was used in making decisions.
7. There was a broadly based interdisciplinary team.
8. School based teams coordinated closely with administrators.

From the preceeding information it can be seen that a lot of coordination and cooperation is necessary to achieve successful ongoing linkages. Leadership, communication and mutual trust among key personnel are extremely important to the implementation activities.

IMPLEMENTATION ACTIVITIES FOR STATE LEVEL TEAMS

The State level team could be chaired by the vocational or special education, rehabilitation or guidance team member or other appropriate agency leaders. State level teams will probably represent a smaller group of agencies than a local team. Therefore the method of conducting the linkage team sessions may be more informal with members meeting briefly and often to come to a consensus on team activities. The main purpose of State level teams is to provide an example of interagency cooperation and to give leadership and technical assistance to the local interagency teams.

The State level interagency team could carry out the following activities to help implement and maintain State and local linkage activities.

1. Prepare and distribute information on the State level negotiated agreements to local interagency teams.
2. Design and develop a monitoring and evaluation system to assess process and product outcomes of local linkages.
3. Organize a State level interagency linkage team to give inservice and provide technical assistance to local level personnel.
4. Maintain communication with local level interagency linkage teams.
5. Periodically review State level agreements and adjust appropriately.
6. Develop a plan to increase the number of local interagency agreements and cooperating teams.
7. Evaluate the effectiveness of State and local agreements to insure that employment and training opportunities of handicapped individuals are being improved.

ACTIVITIES PRIOR TO LOCAL LEVEL IMPLEMENTATION

Before implementation can occur there are several activities which need to be accomplished by representatives of participating agencies. These agency representatives may or may not be the persons who carry through as the implementation team. Activities which should be completed or addressed prior to implementation are as follows.

1. A written or informal unwritten interagency agreement to cooperate has been developed.
2. The cooperating agencies, their designated team members and additional prospective members from other agencies to be involved in the linkage process have been identified.
3. These team members have authority to speak for their agency and to make decisions or to acquire immediate decisions from their superiors.
4. Costs concerning the interagency linkages, if any, have been discussed and a procedure for paying or sharing costs is available.
5. Persons responsible for the development of the IEP and the IWRP are available and are willing to provide appropriate information to the linkage team.
6. A time line for reaching decisions has been established.
7. Linkage team members have resolved to cooperate and to overcome turfdom problems.
8. The linkage team has a list of the resources available or at their disposal.
9. The linkage team members are aware of the evaluation process which will be used to assess their effectiveness.

GETTING THE TEAM TOGETHER

Perhaps the most critical activity in interagency linkage is in the selection of team members who will provide implementation and continuity to the linkage agreements. As stated previously this group may or may not be the same persons who developed the linkage agreements. Interpersonal conflicts such as envy, jealousy, personality conflicts, fear of the new and different and anxieties need to be avoided. A linkage team which agrees to agree, work out problems and evaluates to assure that objectives are being met will be able to overcome most any barrier. Some of the characteristics appropriate for linkage committee members to possess are discussed below.

Public Relations Oriented

Persons with a record of good public relations are needed. These persons should have rapport with their peers, their administration and with other organizations. They need the ability to continue good "PR" in agreeing and disagreeing situations.

Possess Authority

Representatives of their agencies need to possess the power to make decisions or at least have ready access to someone who does have such power. It is important to obtain representatives who can make or obtain an early response to a request or policy decision.

Not Turf Centered

Problems of turf protection occur because of overlap of several disciplines, shared students or clients or reluctance to share information or prestige. Persons who are willing to share for the mutual benefit of the interagency linkage team should be appointed.

Possess Professional Security

Persons who are not secure in their jobs or who are afraid to present their own viewpoints will not strengthen the linkage team. Team members should have confidence in their own ability and feel competent when interacting with other team members.

Be Knowledgeable of Other Agencies Roles

A knowledge of other agencies resources and limitations and their operating procedures is a prerequisite to team cooperation. Team members should make an effort to obtain this information as soon as possible.

Have an Understanding of Their Own Agencies' Role

Team participants should understand their purpose for being on the team, their agencies role and commitment and their tasks as a member of the interagency team.

Be Able to Deal with Interpersonal Conflicts

Team members should have a record of being able to work with other people, be able to avoid interpersonal conflicts and to resolve the conflicts which may occur.

Be Able to Work with Cultural Differences

An ability and background of working with other cultures than ones own is desirable. Being able to understand and communicate is essential in intercultural groups.

Be Aware of Traditional Sex Roles

Team members should have an awareness of sex roles and stereotyping. This contributes to more effective linkage team operation.

Be a Participant

Some team members tend to dominate and others fail to actively participate. A balanced participation is desired.

In addition to selecting good agency representatives to serve on the interagency linkage team it is most important to have a strong commitment from the agency directors. Anything less weakens the position of the interagency team member and provides a built in cause for failure.

Selected team members need to make a commitment to work together over a period of time. Interagency linkages take time to implement and the results may not be immediately forthcoming. As a result evaluations and adjustments may not be made or problems identified until well after implementation has begun.

For various reasons interagency team members may need to be replaced from time to time. When a vacancy does occur it will have been important for the outgoing member to leave a complete file of activities for the new team member. Replacements should be assigned immediately in order to maintain continuity of the linkage team. Key agencies may wish to assign two members to the interagency team in order to maintain continuity.

FIRST MEETING

Attention to fundamental principals in planning and carrying out meetings is important. The simple matter of site selection may influence attendance, attitude and whether or not the team achieves a successful start. For at least the first series of meetings a neutral location should be selected. The site should be comfortable and free from distractions. Starting and ending a meeting on time shows consideration for participants and allows them to maintain busy schedules.

After the team members have been selected it would be appropriate for the lead agency to call the first meeting. As stated previously this committee may be the same committee who formed the linkages. Therefore the ideas proposed in this section may not necessarily fit the chronological order of events. However, it should be assumed that some implementation steps have been accomplished and that there is an agreement to proceed with implementation. The preimplementation agreements are usually not very detailed. Team selection may have occurred and a general objective to improve vocational services for handicapped people may have been given.

The more sophisticated agreements may show detailed formal linkage and define the role of each participating agency. The following factors may need to be addressed at the first meeting or series of meetings of the linkage team.

Role Definitions

Role definitions which define the purpose and goals of the local team need to be clarified at the start of the implementation meetings.

The role of team members and their authority to speak for their agencies should be discussed. State agency roles and the relationship of the local agency members State counterparts should be clarified. In other words, what assistance can the local team member expect from the State agency.

Start with a Tentative Agenda

An agenda can be prepared by the lead agency and mailed to team members prior to the meeting. Additions and alterations can be made if necessary when the group convenes.

Identify Tasks to be Accomplished

Tasks to accomplish the purpose of the interagency linkage team need to be identified. The tasks might be to:

1. identify the target group
2. gather given information on the target group
3. identify gaps in the current delivery system
4. identify ways to bridge the gaps in the delivery system
5. identify other agencies which should be involved
6. develop a method to monitor the delivery of services to identify weak links in the system
7. identify linkage team resources
8. develop a process to evaluate linkage team efforts.

Setting Timelines

Timelines for completing each identified task should be set and individuals assigned to specific tasks to follow through to completion.

Utilize Subgroups and Ad Hoc Committees

Subgroups to the main group and Ad Hoc committees are ways to increase and channel participation of linkage team members. Use of such committees will help the productivity of the linkage team.

Agree to Agree and to Resolve Misunderstandings

One way to keep on track is to agree to agree. Setting a positive climate in which participants are committed to making the linkage process work for the betterment of the handicapped target group is important. Resolving misunderstandings and getting back on task will help in the development of an effective linkage team.

Evaluating the Interagency Linkage Team

Evaluation of the teams effectiveness needs to be made periodically. Evaluation can identify weaknesses in the linkage process and direct team members in finding solutions to the problems. The bottom line on the effectiveness of the linkage activities is, what benefits are being received by handicapped students. Are more handicapped students being mainstreamed into vocational education? Are handicapped students being employed? (Refer to the section on evaluation in this handbook for further information.)

PUBLICITY

In most instances interagency linkage teams should be highly visible in their communities. This would entail meetings which are open to the public. The minutes of the meetings should contain the items of business discussed such as evaluations of interagency progress or slippage and barriers to progress such as turf, money and personnel.

Brochures targeted for use by handicapped students, parents and advocacy groups can be developed for wide distribution in the areas effected by the interagency linkage team. The purpose of the brochures is to alert readers to the services available which can assist handicapped persons in obtaining vocational education and employment. Contents would include names, addresses and telephone numbers of contact persons, services provided, who is eligible for services.

News articles should contain the names and organizations of team members, team goals, the purpose of the linkage team and who is to be served. A willingness to communicate with and receive feedback from persons in the community should be stressed in the news article.

AN INTERAGENCY LINKAGE PLAN WHICH WORKS

An interagency linkage plan was developed and implemented by Fayette County Public Schools in Lexington, Kentucky, Delores H. Nelson (1981). The interagency linkage was initiated by the special education teachers who felt that handicapped persons in their school and community were underemployed and far more dependent than need be. This idea was meshed with the concerns of vocational educators, employers and work administrators who were interested in training handicapped persons to meet job entry level requirements.

This joint concern led to the development of the Vocational Preparation of the Handicapped Project. The project addresses the following phases of vocational preparation.

Career exploration
Vocational assessment
Vocational decisionmaking
IEP development
IEP implementation
Academic skills
Physical skills
Basic work skills
Attitudes
Living skills
Jobs or more education
Monitoring progress toward objectives
Placement in vocational training programs
Supportive services to those in vocational education

The handicapped students are provided an opportunity to work toward the goals that they themselves set. This enables them to see the relationship between their school curriculum and what they want to do in life. Materials and equipment were selected to provide a means for raising the achievement levels of the handicapped students in the various phases of the project.

The project is centered upon a competency-based approach to secondary programming for handicapped students. The handicapped students undergo extensive vocational evaluation immediately prior to their entering senior high school. This assessment information is matched to the entry requirements for area jobs and training programs and used by students, parents, and teachers to arrive at vocational goals. Once these vocational goals have been set, student profiles matched with these goals yield the detailed strengths and deficits necessary for the development of a Comprehensive Individual Education (Vocational) Plan for each student.

The project is designed to provide qualified handicapped candidates to vocational education, area employers, workshops and other agencies working with handicapped people, such as the AFL-CIO Handicapped Program, CETA, etc.

To accomplish the phases of the project, interagency linkages at both the State and local level were formed. A list of agencies cooperating and the services provided follows.

Figure Twenty-One

Contributions of Cooperating Agencies

Agency	Contribution
State Agencies	
Rehabilitative Services	1. Training teachers in job analysis 2. Rehabilitative services at the senior year or earlier
Vocational Education	1. Provision of Central Office Supervisor of project 2. Provision of Special Vocational Liaison teacher who provides supportive services to handicapped students in vocational education 3. Funding of Vocational Assessment Center
Bureau of Manpower Services	Provision of Classroom vocational preparation materials and equipment
Bureau of Education of Exceptional Children	1. Provision of low cost materials to correlate to competencies 2. Joint funding with vocational education for special vocational education teacher 3. Materials and equipment to support handicapped students in vocational school

Figure Twenty-One (contd.)

Agency	Contribution
Local Agencies	
CETA	1. Vocational Education instruments 2. Summer Employment 3. Vocational education and area workshop summer vocational program for handicapped inschool young people
Area Workshops	Vocational evaluation, work adjustment, training and job placement services
Lexington U.S. Department of Labor Apprenticeship Training Program	Guest speakers, audio visual programs and job placement. Topics related to jobs and careers for students. Program is for students.

An Internal Interagency Steering Committee meets every twelve weeks to review the progress of each student. This interagency committee is composed of special education department chairpersons, vocational instructors, rehabilitation counselors, parents, central office staff coordinator and other agency personnel who wish to attend. At this meeting program revisions are recommended, readiness for job training and placement is determined and recommendations for further evaluations are made.

MAINTAINING THE LINKAGES

Maintaining long term linkages depends upon setting long term goals and periodic evaluation along the way to identify problems and to make appropriate adjustments or changes. For various reasons team members may drop out or become inactive. Prompt attention in replacing and keeping communications open to the represented agency is important. From time to time agency goals will change due to funding or other problems. Agencies which are providing funding may not be able to provide further service. In this case a replacement may be sought. Linkages have a need to be maintained as long as the situation exists in which no single agency can meet all the needs in achieving vocational education and employment for handicapped people.

EVALUATING THE TEAM IMPLEMENTATION EFFORTS

A team's accountability will likely suffer unless an evaluative process is developed to provide the cooperating agencies with some feedback on the progress of the agreements. Ferrini (1980, p. 102) listed six questions to be addressed by team members:

1. What are the specific outcomes the team desires/expects to result from the implementation of its strategy?
2. What methods (e.g. questionnaires, phone calls, interviews, etc.) can the team use to determine if these outcomes have been achieved?
3. Which of these possible evaluation methods will yield the most important information, given the time and energy members are willing to invest in an evaluative effort?
4. When will the evaluation be conducted?
5. Who will be responsible for carrying out the evaluation?
6. When will the team meet to analyze the evaluation data and consider its impact upon future planning efforts?

Evidences of the success of the interagency linkage efforts needs to be identified. Some evidence that linkages have been successful might be a reduction of red tape or paperwork on the part of agency personnel. There may be evidence of a faster intake and placement of handicapped persons. A cost reduction in operating expenses may be evident. Although these factors may tend to show that a successful linkage has occurred, we need specific proof on what is happening to the handicapped students.

A successful linkage effort may result in more modified vocational courses for handicapped students, more handicapped students enrolled in the courses and more handicapped students graduating and achieving employment. Other evidence would be an increase in the number of handicapped students in workstudy and apprenticeship programs. There should be solid evidence that the vocational education and employment circumstances have improved for handicapped students.

CONCLUSION

The implementation of interagency linkages to improve vocational education for handicapped persons need not be overcomplicated. A consensus that a collaborative process will be valuable as a means to improve the vocational education and employment of handicapped persons is essential. Interagency linkage teams should be made up of impartial persons who are secure in their jobs. This type of person will have the best chance of overcoming problems of turfism and of maintaining the linkages.

Individual roles of team members and the role of the team itself need to be established at the start of the linkage process. Resources available for utilization by the interagency team should be identified. Gaps in services and the need for additional resources should also be identified. A process and timeline for resolution of problems needs to be developed. Team members need to be kept on task and working on issues which concern the whole group. Participation in the group process and cooperation with other team members must be ongoing. The resolution process could become a barrier if team members become discouraged and feel that the team has no purpose.

Communications must be kept open, not only in the meetings, but established in such a manner as to encourage the exchange of information and ideas outside of the group meetings.

The linkage team needs both prestige and pressure to be successful in resolving issues. The prestige comes with the publicity and the identification that the team is important and will have an impact. Goals and purposes of the interagency team needs exposure to the public. Meetings should be open, including the minutes of the meetings, team progress and unresolved problems. The pressure to encourage interagency team success will come from the public which will expect meaningful solutions from the linkage team.

It should be recognized that individual differences do exist. Team members can disagree and still be strong contributors to the team objectives. Freedom to express ideas is vital to the overall operation of the group. Finally, an evaluation to assess the status of the handicapped people being served needs to be accomplished. This assessment should answer the following question. How has the interagency linkage efforts affected the vocational education and employment of handicapped persons in our community? A successful interagency linkage effort will show that more handicapped students are in vocational courses, more courses available and more handicapped persons being employed.

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CHAPTER 9

The Maryland Interagency Linkage Model

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INTRODUCTION

The Maryland model for establishing and improving interagency linkages among agencies serving the handicapped is based on a manual entitled Cooperative Planning for the Handicapped: Resource Manual. This manual containing information about the linkage process provides state and local guidelines for developing interagency linkage agreements and for implementing interagency linkage activities in Maryland. A team comprised of State Department personnel from the Division of Vocational-Technical Education, Special Education and Vocational Rehabilitation and staff from the University of Maryland worked closely to develop the resource manual. Ruth Brown of the Maryland State Department of Education chaired the team. (A complete list of team members appears at the end of this chapter.) In addition to developing the Resource Manual, the team members agreed upon a broad range of linkage policies to provide leadership at the state level, and to assist local agencies in utilizing the model.

A request for action from the State Superintendent to state personnel was the impetus that prompted cooperative efforts in Maryland. Developing an interagency linkage agreement at the state level was the initial step taken by the Maryland Department of Education. The agreement developed by representatives from the Divisions of Vocational-Technical Education, Special Education and Vocational Rehabilitation was designed to aid local educators in coordinating and integrating the delivery of services and programs at the local level. Although the Department of Guidance and Counseling was not represented on the original team, their representation was added as an important facet of linkage activities.

With the cooperative agreement in place, the team began working on the Resource Manual. The manual was developed to help educators at the local level implement interagency linkages. When a rough draft of the manual was completed, LEA's were asked to evaluate it and make recommendations for its revision. LEA input was requested because educators in the day-to-day establishment and operation of vocational education programs are in the best position to determine how well the manual addresses their immediate needs. Each LEA made a joint response regarding the manual usability.

In addition to the Resource Manual, a series of training modules was prepared by the University of Maryland to supplement the linkage model. These modules provide vocational teachers with training about the educational needs of handicapped students. The fully described modules are published in a catalog entitled, Teaching Vocational Students with Special Needs: A Catalog of Inservice Training Material. This publication is designed to aid local education agency (LEA) personnel in planning and presenting effective inservice training. The titles of the modules are:

1. Introduction to Teaching Students with Handicaps
2. Understanding Laws Relating to the Handicapped
3. The Individualized Educational Program
4. Barrier Removal
5. Learning Disabilities
6. Visual Impairments
7. Hearing Impairments
8. Mental Impairments
9. Physical Impairments
10. Emotional Impairments
11. Support Service Teams
12. Vocational Instruction at the Community College
13. Working with the Handicapped on the Job

Two factors contributing to the development of the Maryland model of linking agencies serving the handicapped were:

1. The twenty-two school based interagency linkage teams.
   - These twenty-two county level teams provided help based on their experiences. The teams are varied in their makeup of personnel. A typical team may have a project director, special education teachers, paraprofessional shop personnel, guidance counselor, tutors, program area teachers and a member from the assessment center.
2. The agency performance plan required of state level agencies in the Department of Public Instruction.

- The core groups in each agency meet quarterly to fulfill four goals:
    - develop cooperative agreements
    - plan state initiated inservice which involves interagency cooperation to improve services to handicapped persons
    - provide guidance and direction to local school districts in implementing local agreements
    - provide an annual assessment of programs and interagency linkages.

  Agency performance planning along with the broad approach to developing a state model provided an effective climate for cooperation.

Some of the problems encountered during the development of the linkage model included:

1. problems with dual funding of programs at the local level
2. methods of following students after leaving high school (Who should do the follow-up of handicapped students?)
3. providing an age appropriate environment, especially the over age students
4. making a transition from high school to the Maryland Community College System or other postsecondary institution (What types of linkages should occur and who should be involved?)
5. cooperation in developing entry level skills
6. identifying roles of linkage team staff in the provision of services, especially in the area of prevocational skills and related behavioral skills
7. who will coordinate services at the local level
8. what preparation is needed in the preservice area on interagency linkages
9. what types of inservice on interagency linkage is needed (Who should be involved and what is an appropriate content of the inservice?).

The team's efforts resulted in the publication of Cooperative Planning for the Handicapped: Resource Manual. The manual was designed to assist Maryland's local school systems in developing administrative policies and programs for the vocational education of handicapped students by using all professional and fiscal resoures available.

DEVELOPMENT OF LOCAL LINKAGES

The Resource Manual, published by the Maryland State Department of Education, serves as the state's model for establishing interagency agreements and interagency cooperation. Thus, upon final publication of the manual, copies were sent to the Vocational-Technical Education, Special Education and Vocational Rehabilitation Directors of Maryland's twenty-four local Education Agencies. (Twenty-three counties and the City of Baltimore comprise the twenty-four Local Education Agencies.) A letter from the State Superintendent, to request local action in developing interagency cooperation, accompanied each manual.

In order to assure progress, regional coordinators and state department personnel from the Divisions of Vocational-Technical Education, Special Education, and Vocational Rehabilitation maintain close communication with the twenty-four Local Education Agencies. On-site visits provide local agencies with assistance in developing their local agreements. These local agreements are to be based on the State's Cooperative Agreement between the Divisions of Vocational-Technical Education, Special Education and Vocational Rehabilitation. Although local agreements are to incorporate the State's interagency agreement, they will reflect their own local concerns and needs. The local agreements when completed are to be submitted to the State Division of Special Education.

To further assure that local cooperation is being developed, state department personnel from Vocational-Technical Education, Special Education and Vocational Rehabilitation meet together regularly to review local actions, coordinate efforts and to plan inservice activities. The Local Comprehensive Plans for Special Education, submitted annually by the Local Education Agencies to the Maryland Department of Education serve as an effective means for monitoring progress. Expanded programs and new programs demonstrate successful interagency cooperation.

HIGHLIGHTS OF THE MARYLAND MODEL

The following summaries of the Resource Manual's six chapters are included to provide a better understanding of the Maryland model. The manual is the major product of Maryland's efforts and the means of initiating local linkages in Maryland. Procedures used in Maryland may be useful and adaptive to other states in their efforts to establish cooperation among agencies serving the handicapped students. Only an abstract of the chapter content is provided. For more information the reader is encouraged to review the complete manual, published in 1980 and revised in 1981, by the Maryland State Department of Education.

CHAPTER 1

Legal Mandates

Federal and state laws require the provision of vocational education services for handicapped students. Three current laws that apply most directly are:

1. The Vocational Education Act of 1963, Educational Amendments of 1976, P.L. 94-482
2. Education for All Handicapped Children Act of 1975, P.L. 94-142
3. The Rehabilitation Action of 1973, P.L. 93-112

Vocational Education Act, P.L. 94-482

Under the 1976 Amendment of this Act, states must submit a five-year state plan to the Secretary of Education setting forth the intended use of funds. Funds may be allocated for program improvement, supportive services and special programs. The major source of funding for vocational programs for handicapped persons in Maryland is through the 1976 Amendments of the Vocational Education Act. In addition, the state is required to match federal expenditures with state and local funds.

If possible, handicapped persons should be placed in regular vocational education programs. Extra support to the handicapped student and/or the instructor in the regular class may range from assigning special personnel to the class, to making special program modifications, to providing special remedial education instruction and counseling. A handicapped student may be removed from the regular educational environment only when the nature of severity of the handicap is such that education in the regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.

Education for All Handicapped Children Act of 1975, P.L. 94-142

A second major source of funding is through special education. These funds may also be used for vocational education. The general purpose of the Act is to ensure that handicapped children have a free and appropriate public education available to them, including special education, related services, and vocational education. As in the case of P.L. 94-482, funding through P.L. 94-142 is for those excess costs that are over and above the amount spent on the education of a nonhandicapped student.

The state must submit an annual program plan to the Secretary of Education for approval before receiving funds under P.L. 94-142. Similarly, each local education agency must submit an annual plan (Local Comprehensive Plan for Special Education) to the Maryland State Department of Education for approval. The plan must include procedures for the identification, location, and education of all handicapped children within the jurisdiction of the LEA. The state plan must also address the rights of the parent and the handicapped youth, confidentiality of information, due process procedures for parents and students, least restrictive environment requirements, protection in evaluation and monitoring, non-discrimination, and individual educational programs.

The Rehabilitation Act of 1973, P.L. 93-112

The Rehabilitation Act of 1973, as amended authorizes grants to states for vocational rehabilitation services to handicapped individuals. Vocational rehabilitation is not a "basic rights" program. In developing programs, the state is permitted to establish certain priorities in terms of the population to be served. The most significant aspect of P.L. 93-112 is that it mandates services to severely handicapped persons on a priority basis, and under Section 504, requires an equal education for all handicapped persons.

Services Funded Under the Legislature

Funds from legislation make it possible to provide a wide range of program offerings and services. The following, lists a few of the services provided through each Act: (Refer to the Resource Manual for the entire list.)

1. Vocational Education, P.L. 94-482
    - vocational guidance and counseling services while in school
    - modification of vocational education equipment to enable handicapped students to develop skills for gainful employment
2. Special Education, P.L. 94-142
    - career awareness activities directed toward making the handicapped student aware of him or herself and or careers in the world of work
    - basic academic skill development activities to provide handicapped students with adaptability skills needed for socio-economic integration into society
3. Vocational Rehabilitation, P.L. 93-112
    - evaluation of rehabilitation potential, including diagnostic and related services, incidental to determining eligibility for services
    - physical and mental restoration services.

Additional Laws Relating to Vocational Education for the Handicapped

Additional legislative acts that provide vocational education opportunities to the handicapped include:

1. Comprehensive Employment and Training Act of 1973, P.L. 93-203
    - Funds available through this Act provide training and employment opportunities. In

the state of Maryland, some vocational education programs draw funds in part from CETA. Several programs for handicapped youth are also sponsored by CETA.

2. Career Education Incentive Act, P.L. 94-207

   - LEAs can apply for these funds by coordinating career education plans with other plans, including those for special education and vocational education.

3. State Operated Programs for Handicapped Children, P.L. 89-313

   - This law provides assistance to states for handicapped children enrolled in state supported and operated educational programs

4. Bylaw 13.04.01 Programs for Handicapped Children

   - Maryland State Bylaw 13.04.01 is in compliance with federal laws requiring public education services for handicapped students. The Bylaw specifies the nature of public education services and regulations for its delivery to handicapped students.

CHAPTER 2

Cooperative Agreements

Cooperative and integrated service is the key to providing vocational education to handicapped individuals. There are, however, different levels of cooperation. One level includes interagency agreements between federal agencies. Another level involves state program administration. A third is at the local level.

Federal Direction

The intent of the federal cooperative agreement is not to spell out specific content and program structure for states to follow, but to reflect the mandated requirements of P.L. 94-142, P.L. 94-482 and P.L. 93-112. The guidelines ensure that a system is developed by states and local education agencies in which cooperation is promoted and responsibilities are clearly established. The federal agencies involved are fully committed to helping state and local agencies engage in coordinated service delivery for handicapped persons.

In October 1977, a joint letter from the federal commissioners of education and rehabilitation services to chief state school officers and state directors of vocational education and vocational rehabilitation established the framework for developing cooperative agreements at state and local levels. (Key points of the letter are listed in the Resource Manual.)

The State of Maryland

In the State of Maryland, a cooperative agreement has been developed between the Divisions of Vocational-Technical Education, Special Education and Vocational Rehabilitation. This agreement formalizes and extends the existing relationship between all the divisions. In addition, it outlines the state's commitment to the delivery of services to handicapped students at the local program level. The agreement identifies common purposes and establishes the basis for interdivisional collaboration. At the same time, the constraints, requirements, and discretionary authority of each agency is acknowledged, and their responsibilities clarified.

Cooperative Agreements at the Local Level

The cooperative agreement developed at the state level by the Divisions of Special Education, Vocational-Technical Education and Vocational Rehabilitation serves as a framework for the development of agreements and policies at the local level. Agreements will vary from LEA to LEA within the state. However, at least three levels of coordination and cooperation are involved:

1. how responsibilities are shared
2. use of resources
3. service delivery.

Clarification and agreement in these three areas make it possible for different agencies to cooperatively conduct programs which serve similar ends. Figure 22 is an example of a general model for state level agreement. (The Regional Resource, 1979, pp. 86-91).

Figure Twenty-Two

SUGGESTED FORMAT FOR PREPARATION OF INTERAGENCY AGREEMENTS

Successful implementation of interagency collaboration services agreements depends on two critical factors. First, the agreement model must address the agreed upon Interagency Planning Project Goals. Second, the model must be structured and firm enough to mandate and assure delivery of appropriate services; however, it must also be flexible to permit modification as the need arises through periodic review and evaluation. The components listed below are minimum and necessary to an interagency cooperative services agreement.

COMPONENTS	DESCRIPTION
1.0 **Preamble**	
1.1 Philosophical Intent	1.1.1 Basic commitment on behalf of the state agencies to provide the most appropriate services to handicapped individuals. A statement with references to sharing primary responsibility in planning and implementing cooperative services.
1.2 Legal Basis	1.2.1 Federal and state legislation which assures handicapped individuals free appropriate services.
1.3 Implementation Timeline	1.3.1 Statement to the effect. . . "by the end of FY '79, the state of __________ will have developed and implemented a comprehensive interagency cooperative services agreement."

Figure Twenty-Two (contd.)

COMPONENTS	DESCRIPTION
2.0 Administrative Flow Chart	
2.1 State Directors - Special Education - Vocational Education - Vocational Rehabilitation	Flow chart depicts linkages necessary to successful development and implementation of interagency cooperative services agreement.
2.2 Midmanagement Personnel - Supervisory Personnel - Program Specialists	
2.3 Interagency Linkages - State government - State boards - Consumers	Chart depicts routes of communication and cooperation.
2.4 Policy Level Personnel	
2.5 Include provision for interface with other agencies.	
3.0 Services Profile Chart	
3.1 Minimal Instructional Components	3.1.1 Personal Adjustment Prevocational education Vocational education Adult
3.2 Age Ranges	3.2.1 For each instructional component
3.3 Grade Levels	3.3.1 For each instructional component
3.4 Agency	3.4.1 Primary agency responsible for services

Figure Twenty-Two (contd.)

COMPONENTS		DESCRIPTION
4.0 Inter/Intra Agency Linkages		
4.1 Mental Health		Linkages with these and other agencies are critical to any cooperative services agreement and should be developed as the need arises and made part of the main agreement.
4.2 Social Services		
4.3 Public Health		
5.0 The Written Agreement		
5.1 Introduction	5.1.1	Reflects the commitment spelled out in the Preamble, elaborates on purpose, timelines, etc.
5.2 Definitions	5.2.1	A common set of definitions agreed to and used by all agencies in the delivery of services.
5.3 Eligibility	5.3.1	Establishes eligibility criteria to be used by each agency in the delivery of services; agreement on eligibility is critical to ensure that all handicapped are included/covered by an agency.
5.4 Service Provisions: (who has responsibility)	5.4.1	Services must be available and accessible to all handicapped individuals. The listed activities are not all inclusive, others may be added where there is a duplication or overlapping of services. Each state, through its agreements, will be responsible for indicating which agency has primary responsibility for service delivery under which specific circumstances. The activities marked with an asterisk (*) can generally be provided by the specific agency, and those (**) would be applicable for handicapped students who are no longer in the school program, or when the service relates to their vocational adjustment rather than their educational program.

Figure Twenty-Two (contd.)

ACTIVITIES	SPECIAL EDUCATION	VOCATIONAL EDUCATION	VOCATIONAL REHABILITATION
Referral			
1) Awareness	*	*	*
2) Screening	*		*
3) Referral to assessment	*	*	*
Assessment			
1) Psychological/Behavioral	*		**
2) Social	*		
3) Educational	*	*	**
4) Medical	*		**
5) Speech and Language	*		**
6) Prevocational Evaluation	*	*	**
7) Vocational	*	*	**
Program Planning			
1) IEP, IWRP, etc.	*	*	*
2) Services:			
- vocational education program	*	*	*
- regular-vocational education program	*	*	*
- adapted-vocational education program	*	*	*
- special-vocational education (self-contained)	*	*	*
- individual vocational training	*		*
- work activity center	*		*
- work-study activity	*		*
- cooperative vocational education	*	*	
- prevocational education	*		
- personal adjustment counseling	*		*
- academic adjustment counseling			
- vocational adjustment counseling	*	*	*
- interpreter/note taker	*	*	*
- reader services for the blind	*	*	*
- special tools, devices, equipment (client-owned)			*
- learning station modification	*	*	*
- special support staff (aides, tutors, paraprofessionals)	*	*	*
- related services, i.e., O.T., P.T., & speech therapy	*		*

Figure Twenty-Two (contd.)

5.5	Planning Cycles	5.5.1	Planning cycles must be clearly spelled out to ensure that comprehensive program planning, to include budget planning, is available and to avoid gaps in service delivery due to different planning cycles.
5.6	Complaint Procedures	5.6.1	Agreement must include a process by which complaints will be investigated and each agency's role and responsibility in the investigation is identified.
5.7	Statement of Confidentiality	5.7.1	Agreements must include a statement of confidentiality and clearly explain the types of information to be shared among agencies.
5.8	Statement of Assurances	5.8.1	Procedural safeguards in the form of assurance statements will be addressed and agreed upon to assure full delivery of services.
5.9	Signatures	5.9.1	Agency representatives (Administration) will sign and date agreement.

CHAPTER 3

Relating State and Local Services

Federal funds to support vocational education come from three basic resources: Divisions of Vocational-Technical Education, Special Education and Vocational Rehabilitation. These funds complement, extend, and support one another.

Special Education

Eligibility for funds to educate handicapped persons requires that each state education agency submit an Annual Program Plan (APP) to the Office of Special Education, United State Department of Education (USDE), through the state education agency (SEA). The APP must set forth policies and procedures ensuring that funds allocated are spent in accordance with the provisions of P.L. 94-142. Local education agencies are also required to submit a Local Comprehensive Plan for Special Education to the state. The local plan must provide for the establishment and conduct of inter-agency planning.

Both special education and vocational education share the cost of vocational education. In general, special education supports related or supportive services. Special education provides and funds special classes to prepare students for integration into regular vocational education or to provide students with skills needed for job entry. Vocational education supports direct vocational training and directly related supportive services. When a handicapped student is placed in a regular vocational education program, vocational education funds the training costs and the cost of supportive services related to training.

When a handicapped student is placed in a separate specialized vocational program, vocational education and special education may share the dollar costs. The vocational components of the program are supported through vocational education funds, and the academic related components and supportive services are generally funded through special education.

Vocational Education

To be eligible for federal funding, the state must submit both an annual and a five-year plan through the Vocational-Technical Education Advisory Committee and the State Board of Education, to the Office of Vocational and Adult Education, USDE. Ten percent of the basic grant funds allocated to states are set aside for handicapped persons. A fifty percent matching of state and local funds is required. In addition, the State Plan for Vocational Education must interface with P.L. 94-142 and be consistent with the Annual Program Plan for Special Education in Maryland. To receive funds from federal sources, the LEA must submit an annual and a five-year plan for vocational education. General policies and procedures which apply to the use of federal funds for vocational education are outlined in the Administrative Procedures of the Maryland State Plan for Vocational-Technical Education. In addition to these general provisions, specific policy guidelines apply to the ten percent set-aside funds.

General Funding

States are given wide discretion in determining what programs and services will best serve their interests and needs. Federal funds may be used to fund regular vocational and occupational programs, work study programs, cooperative work experience, industrial arts, apprenticeship related programs, placement and guidance for students completing vocational programs, support services for women and day care services for children of students. Funds may also be used for acquiring, maintaining, and repairing instructional supplies, teaching aids and equipment, for research and development, for experimental and pilot programs, for improving and creating curriculum materials and for vocational personnel training.

Funding for the Handicapped

There is a wide range of activities, services and programs which may be funded through set-aside funds for the handicapped. Some of these are:

1. outreach activities designed to develop community support
2. special guidance and counseling services

3. identification of handicapped students
4. identification of employment opportunities for handicapped youth and adults
5. provision of training programs and internships for teachers and counselors
6. development of curriculum and instructional materials
7. purchase of special supplies and teaching aids
8. remedial services designed to assist students in regular or special vocational programs
9. equipment modification.

In the State of Maryland, major emphasis is placed on establishing and maintaining vocational support service teams. Team members provide support services to handicapped students who are unable to succeed in a regular program without special assistance. This assistance may be given directly within the vocational class, outside of class, or it may be provided to the vocational instructor. The basic support service team can be supplemented with specially trained vocational teachers, placement coordinators, clerical aids, etc.

In addition to the basic vocational support service team, LEAs may choose to maintain a vocational evaluation unit. A vocational evaluation unit complements the services of the support service team, and may be thought of as an extension of support services.

Vocational Rehabilitation

Vocational rehabilitation services in Maryland are supported by eighty percent federal funds and twenty percent state matching funds. To be eligible for federal funds, the state must submit a three-year state plan for vocational rehabilitation services to the Office of Rehabilitative Services. In providing comprehensive rehabilitation services to clients, vocational rehabilitation is required to explore all other possible sources of funding before committing its own funds. Clients or families may be asked to share in the cost of some services. The amount contributed is based on the client's economic need. However, it may be determined that the vocational rehabilitation agency will assume full responsibility.

The primary purpose of vocational rehabilitation services is to prepare clients for the world of work. Thus, vocational rehabilitation cannot provide services that meet only educational needs. However, when a student is eligible for vocational rehabilitation services, education and vocational rehabilitation need to work together to clarify the services provided by each agency.

Cooperative efforts are particularly important in the relationship between local education agencies and the Division of Vocational Rehabilitation, since this division maintains a statewide direct service system for handicapped persons. Cooperation is established at the local level through the IWRP and the IEP. Since the IWRP and IEP are similar in purpose and approach, the preparation and execution of the plans should be coordinated to help assure that a handicapped student will make a smooth transition from an education program to employment.

State and Local Plans

At both the state and local levels, there is a reciprocal requirement that special education and vocational personnel be involved in the development of their respective annual comprehensive plans as they relate to vocational services for handicapped students. Each plan must reflect cooperative program development for handicapped students and joint inservice training efforts for vocational and special education staff. Because public participation is an important aspect of formulating state and local plans, public hearings are conducted. In this way the public gains information regarding special education programs and services. Thus, local input is considered in the development of the state and local plans.

It is the intent of the Maryland State Department of Education to strengthen local planning capacity in order to improve the total delivery system of vocational education in the State of Maryland. At the end of each fiscal year, performance financial reports must be submitted. The reports reflect how both the state and LEA spend special education funds. In the local vocational education plan, at least six elements must be covered: needs assessment, proposed plan of service, budget, evaluation procedures, local advisory council involvement and CETA participation.

Information Management Systems

The Divisions of Vocational-Technical Education, Special Education and Vocational Rehabilitation maintain information management systems to obtain, update and record data needed in vocational planning and program implementation. The information collected facilitates long and short term planning as well as the coordination of service delivery. In addition, statistical reports generated from the collected data are used by local education agencies to analyze current services and to budget for future needs. The Maryland State Department of Education utilizes this information to monitor services delivered to handicapped students, to assist in statewide planning, to satisfy federal reporting requirements and to determine reimbursement of federal and state funds. Reimbursement to local school systems is based on the child count information.

Personnel Development

Personnel development is another area in which state and local collaboration is essential. Personnel providing career and vocational education services to handicapped students must have access to appropriate inservice training. The availability of funds makes it possible to provide joint vocational-technical education, special education and vocational rehabilitation staff development activities. Since, in general, there is a shortage of teachers prepared to work with handicapped students in vocational education, local education agencies must rely heavily on inservice training.

CHAPTER 4

Service Delivery at the Local Level

Service delivery at the local level begins with identification of handicapped students who may qualify for special education services. Special education has the primary responsibility for this identification of handicapped students. Special education also has the responsibility to initiate and carry out assessment. If a handicapped student is identified as wanting or possibly being able to benefit from a vocational special needs education, the student will be referred to a diagnostician or counselor who will assess the students' abilities, aptitudes, and readiness for a vocational curriculum. In Maryland an Admission, Review and Dismissal (ARD) Committee identifies, evaluates and establishes the eligibility for placement of handicapped children in special education, including vocational education.

The IEP (Individualized Education Program) is developed following the ARD Committee decision that the child is ready for placement in special education. The IEP is developed by a representative(s) of the local education agency (as designated by the ARD Committee), the parent(s) or guardian(s) of the student, the student's teacher(s), the student (when appropriate and feasible), and all other persons directly responsible for the implementation of the IEP, including the vocational educator and/or vocational counselor. The IEP is developed before the special education program placement is implemented. Then it must be approved by the ARD Committee, signed by the parent(s), and implemented no more than 30 school calendar days after its developed. The IEP must be reviewed 60 days after its implementation. Subsequent reviews must occur at least annually.

The service delivery model used by vocational rehabilitation includes: identification and referral of handicapped persons, the evaluation and determination of eligibility, and the development of an IWRP (Individualized Written Rehabilitation Plan). Vocational rehabilitation offers three major service categories to eligible handicapped persons: 1) guidance and counseling, 2) physical and mental restoration, and 3) training. After initial services have been completed, the rehabilitation counselor provides the handicapped person with placement assistance. Employment is the goal of services provided by vocational rehabilitation. Thus, the placement process is therefore a critical service provided by the agency.

P.L. 94-142 mandates that handicapped students be educated in the least restrictive environment. However, in order to achieve this goal, it is necessary to eliminate conditions creating barriers for the student. The most obvious kind of barrier is any external or physical barrier prohibiting a handicapped student from participating in activities. Other barriers may be far less visible: attitudinal barriers that develop from personal feelings of the nonhandicapped as well as the handicapped; communication barriers that arise from problems in acquiring or giving information; and policy barriers that involve school practices restricting formal and informal access.

CHAPTER 5

Career and Vocational Program Delivery

A major concern of vocational education is providing better service to handicapped students within the context of regular vocational programs. In addition, career education, program modifications and guidance services are important components that must be coordinated and integrated into all vocational offerings.

Career Education

Handicapped students whose past opportunities have often been limited need career education to choose intelligently and realistically from the opportunities available in higher education and the world of work.

State Plan for Career Education

1. Phase 1 Career Education
    - students gain self awareness and knowledge of the world of work
2. Phase II Career Exploration
    - students are provided with the settings, materials and guidance needed to acquire a greater knowledge of career opportunities
3. Phase III Career Preparation
    - students integrate information required in previous phases to develop a career plan.

Many handicapped students are educationally and socially isolated from the world of work. Thus, these students need prevocational training to improve their employability skills. Prevocational activities should include: personal and social skills, daily living skills, job seeking skills, perceptual and motor skills, and other special skills that make use of math and reading. Career education should also include communication skills (such as telephone usage) and recreational activities.

Modifications to Vocational Instruction

Three placement alternatives are generally used in Maryland: placement in a regular vocational program, the provision of a vocational support service team, or special program placement. Suggestions and guidelines for the vocational teacher to accommodate handicapped students in the regular vocational classroom setting are provided in the Resource Manual.

The Vocational Support Service Team (VSST) is a group of professional educators and paraprofessionals who provide services to handicapped students enrolled in regular vocational programs. The team is composed of a coordinator, two paraprofessionals, remedial math and reading specialists who assist with related vocational instruction and an advocate (counselor). It is recommended that for every five handicapped students enrolled in a vocational class, at least one paraprofessional be provided in the laboratory setting. VSST services include:

1. providing academic diagnostic assessment
2. assisting students with learning (such as tutoring and/or modifying equipment or facilities)
3. assisting the regular vocational instructor
4. helping with adjustment problems
5. developing instructional programs (the team may adapt regular classroom materials or furnish modified materials)
6. aiding in pre-employment and employment skills, such as providing role-playing activities in job seeking and adjustment skills
7. performing liaison functions -- providing a line of communication between school personnel, parents, and cooperating community members
8. managing records and paperwork
9. providing students with a vocational assessment

- When vocational assessment is provided as part of VSST services LEAs may choose to establish and maintain a vocational assessment unit. Vocational assessment can assist the individual in developing career interests, in determining employment potentials, and in identifying special aptitudes and limitations. In addition, assessment can be used as a tool in planning and developing vocational training and support services.

  Students eligible for referral to vocational assessment include individuals who:

  (are 15 years old or older)
  (are experiencing academic, mental, emotional, adjustment or physical difficulty in their classes)

  (The Resource Manual lists eleven additional criteria for determining eligibility)

  In public schools, vocational assessment consists of three major components: work sampling, psychometric testing, and critical observation of behavior. Supplemental components may be necessary to round out the process and to add credence to the primary three.

Special Program Placement

Handicapped students who are unable to succeed in a regular vocational class, even when supplementary aids and services are provided, should be placed in a special vocational program. Services provided in special vocational programs include:

1. modification of tools and equipment
2. modification of instructional materials
3. provision of safety equipment or special devices
4. assistance from paraprofessionals.

If the student makes considerable progress in the special vocational program and can profit from a regular program, then the student should be moved into the regular program if possible.

Guidance Services

All students have guidance related needs which affect their academic and career progress. The goals of guidance programs include: facilitating the personal and academic growth of all students; developing good study habits, appropriate classroom behavior and adequate coping skills; ensuring the development of educational and career decision-making skills; and promoting the development of interpersonal skills.

While all students demonstrate guidance related needs to some extent, handicapped students may demonstrate a significantly higher level of needs in some areas. The manual provides suggestions to assist vocational educators and counselors in recognizing guidance needs of handicapped students. The manual also offers suggestions for the appropriate use of guidance funds.

Comprehensive guidance and counseling services needed to pursue occupational goals should be offered as a continuous component of the vocational preparation process. The counseling staff in consultation with the coordinator of special education and the vocational teacher are responsible for the development and implementation of counseling services to the handicapped.

CHAPTER 6

Monitoring and Evaluation

Systematic procedures for program monitoring and evaluation are built into the state plans of the Divisions of Vocational-Technical Education, Special Education and Vocational Rehabilitation. While each division has developed its own monitoring and evaluation policy and procedures, cross-referencing of evaluation data takes place among the divisions. This facilitates coordinated planning and service delivery, while at the same time the individual data collection and reporting requirements of each division can be addressed.

Special Education

The mandate to the State Education Agency (SEA) for monitoring and evaluating special education programs is provided through P.L. 94-142. Maryland law also requires the SEA to monitor all special education programs.

In response to federal and state mandates, a systematic and comprehensive monitoring and evaluation system has been developed by the Division of Special Education. Each local school system is scheduled for on-site monitoring and evaluation every three years. Monitoring and evaluation activities are designed to document the extent of compliance with all federal and state regulations appropriate to the provision of special education programs and related services to handicapped children in each LEA. The LEA receives A Report of the Findings, following the state evaluation. The report cites those areas in which LEAs have performed in a commendable or exemplary fashion as well as those areas in which change is either recommended or required.

The monitoring and evaluation instrument is composed of 4 components:

1. The Administrative Policy and Procedure Review (APPR)
   - This component is used to determine the extent to which an LEA has implemented those policies, procedures, methods, and activities specified in its local comprehensive plan; and the extent to which these are consistent with both federal and state requirements for the provision of special education programs and related services to handicapped children.
2. Individual Case Review (ICR)
   - This component is used to determine whether or not various activities and processes specified in P.L. 94-142 and Maryland Bylaw 13.04.01, relevant to the delivery of special education and related services, are carried out and provided in the correct sequence and within the specified timelines.
3. Parent, Administrator, and Staff Questionnaires (PASQ)
   - The purpose of the PASQ is to examine the impact of local policies, procedures, methods, and activities on parents and staff.
4. Federal Funding Review (FFR)
   - Federal law requires every SEA to monitor and evaluate the use of federal dollars distributed to the state for the provision of special education services.

Vocational Education

The mandate for monitoring and evaluating vocational-technical education programs is provided through P.L. 94-482, the Vocational Education Act, as amended in 1976. In addition to federal mandates, the Maryland State Board of Education has approved Resolution no. 1978-23, dated April 26, 1978 reaffirming the Division's long-standing commitment to evaluation as an aid in facilitating the development of high quality programs of vocational education at all levels.

The evaluation system is composed of 12 components:

1. program planning
2. philosophy and procedures
3. community resources
4. guidance, counseling, and placement services
5. instructional staff
6. goals and objectives
7. instructional materials and methods
8. student assessment system
9. advisory committee
10. facilities and equipment
11. student organizations
12. student views.

The comprehensive procedure for evaluating the vocational-technical educational program in Maryland is entitled Three-Phase System for Statewide Evaluation of Secondary Vocational-Technical Education Programs.

1. Phase One
    - includes the evaluation of all secondary vocational programs at the local level by a local team
2. Phase Two
    - includes a Division of Vocational-Technical Education (DVTE) team and/or third party team evaluation for selected secondary vocational programs with a view towards verifying the accuracy of data reported by local education agencies

3. Phase Three

   - includes a quantitative data evaluation of all secondary vocational-technical education programs in Maryland conducted by the Program Accountability and Management Section of the DVTE.

Other aspects of evaluation are:

1. determining whether or not students succeed in vocational programs
2. determining the extent to which students are successful in their jobs through a follow-up system
3. determining the competency or proficiency level of a student in order to identify whether or not the student can succeed on the job
4. determining the success of programs through the measurement of costs in comparison to student outcomes.

Vocational Rehabilitation

The Division of Vocational Rehabilitation (DVR) maintains a comprehensive system of monitoring and evaluation to insure that quality services are provided to clients of the agency. Case records for each vocational rehabilitation client are maintained and regularly reviewed by casework supervisors.

Special procedures used to monitor specific aspects of the vocational rehabilitation program include:

1. follow-up studies of cases closed to determine the effectiveness of services
2. an annual review of the cases of those individuals who have been placed in sheltered workshops to determine if further services are appropriate
3. an annual review of cases closed due to the severity of the person's disability to determine if additional services will benefit the person.

SUMMARY

The Resource Manual provides extensive information for developing linkages and cooperation. Chapter One provides a brief overview of federal and state laws relating to the education of handicapped persons. Cooperative agreements are addressed in Chapter Two. Chapters Three and Four discuss state and local service delivery. Chapter Five examines career and vocational education programs. Chapter Six describes monitoring and evaluation systems established by the Divisions of Special Education, Vocational-Technical Education and Vocational Rehabilitation.

The effort put forth by the Maryland State Department of Education demonstrates their commitment to serving handicapped students. An interagency linkage agreement was developed at the state level to initiate cooperation and to improve vocational education for the handicapped. The Resource Manual was published to promote linkage activities at the local level. In addition, the Maryland State Department of Education cooperated with the University of Maryland to produce supplemental materials for the Resource Manual. All of these efforts are reflected in Maryland's vocational education model for linking agencies serving the handicapped.

Example One

The Interagency Linkage Team Members for the Federal Project Vocational Education Models for Linking Agencies Serving the Handicapped

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*Chairperson of the Interagency Linkage Team

REFERENCES

Brown, R. Personal Communication. Baltimore, MD: Maryland State Department of Education, 1981.

Cooperative planning for the handicapped: resource manual. Baltimore, MD: Maryland State Department of Education, 1981.

Hershbach, D.R. Teaching vocational students with special needs: A catalog of inservice training material. College Park, MD: Maryland Vocational Curriculum Research and Development Center, June, 1981.

The Regional Resource Center Task Force on Interagency Collaboration. Interagency collaboration in programs for secondary level handicapped: A process model. In Interagency collaboration of full services for handicapped children and youth, volume I: A guide to state level planning and development. Washington, D.C.: Department of Health, Education and Welfare, Office of Education, Bureau of Education for the Handicapped, August, 1979.

CHAPTER 10

New Jersey Vocational Education Model for Linking Agencies Serving Handicapped Students

Elizabeth Evans Getzel, Dean Garwood, Priscilla Walsh,
John Wanat, Ina White

INTRODUCTION

The New Jersey vocational education interagency linkage model was developed with the major emphasis at the county-local level. The county organizational structure plays an important role in the delivery of services to local communities. State personnel were able to utilize existing county committees to implement the linkage model. The focus of the model is to provide a framework for local agency representatives to use when establishing and implementing cooperative agreements.

The following chapter will describe the development and implementation of the linkage model. The discussion will cover the state's role in assisting the local level to initiate linkage agreements. Primary focus however, will be on the local committees and how they worked to resolve particular issues in their communities to establish collaborative relationships. Many of the issues faced by these committees are similar to those faced by agency personnel in other states. The process used by both state and local personnel to confront and resolve those issues in order to establish linkage agreements may be applicable in other states.

MODEL DEVELOPMENT

Previous to New Jersey's involvement with the Vocational Studies Center and the federal project "Vocational Education Models for Linking Agencies Serving the Handicapped", state personnel were actively involved in collaborative efforts. Two committees had previously been established representing state level agencies providing services to handicapped persons. These committees were organized by the State Department of Education; however agencies outside of this department were also included, for example vocational rehabilitation. The two committees have worked on establishing interagency agreements on the state level. The following describes these committees:

1. Interdepartment Committee - This committee provides policy and direction concerning the needs of handicapped persons in the state.
2. Operation Level Committee - This committee provides technical assistance and carries out the policy decisions of the Interdepartment Committee.

The guidelines of the federal project in which New Jersey was selected as a Model State called for the representatives of vocational education, special education, guidance and counseling and vocational rehabilitation to provide the primary support for establishing a model. State personnel from the four designated areas were drawn from the two existing interagency linkage committees to work on the development and implementation of the model. These four divisions became the state representatives on the Project Linkage Team. Local representatives were added to this team later in the model process. Additional input and ideas from other agency representatives were obtained by the Project Linkage Team where appropriate.

New Jersey state personnel believed that involvement with the federal project would enhance their linkage efforts in two areas. Essentially, more work was needed in establishing linkage agreements on the local level. State personnel believed that linkage agreements were in place on the state level, but more involvement with local communities was needed. The State personnel also wanted to focus on establishing stronger and more effective lines of communication with local agency representatives. By developing a model with a local emphasis, state personnel were hopeful that these two main areas could be enhanced.

The goal of the model is to provide a continuum of vocational services and programs to handicapped persons, including the severely handicapped as well as those who are minimally impaired. The State members of the Project Linkage Team (PLT) began compiling local level agencies or institutions involved in the delivery of vocational education services to secondary, postsecondary and adult handicapped populations across the state. By identifying facilities which provide vocational education and related services to handicapped persons, State PLT members were able to generate a list of potential committee members on the local level. A tentative list was made including the following agencies:

1. County Area Vocational Technical Schools
2. comprehensive high schools

3. community colleges
4. private schools
5. county special service school districts
6. rehabilitation facilities

Ideally, State PLT members wanted to initiate the model within a framework already existing within the state. There were several reasons for this decision. By utilizing a structure already in place, communication networks between the state and local level would already be established. Personnel, both on the state and local level, would be familiar with each other having previously worked together on other projects. This would cut down on the time needed to familiarize committee members with one another, helping to develop group cohesiveness more quickly.

State PLT members determined that the most feasible committee to undertake the project on the local level was the County Career Coordinating Council, Subcommittee for the Handicapped. State PLT members decided to reactivate this particular committee which had not met for over a year and a half since meeting to determine how Chapter 74 (State Construction Funds) should be spent.

Local Committee Activities

Members of the Subcommittee for the Handicapped represent many of the major agencies and facilities providing vocational education services to handicapped persons in each county. State PLT members began developing activities to be used as general guidelines by this Subcommittee. The activities were geared to assist the Subcommittee in implementing a plan to further local collaborative efforts; but were not too specific in order to facilitate local input. The following activities were developed by the State PLT members:

1. identify population to be served
2. identify existing resources
3. develop matrix of available programs
4. identify gaps in linkage efforts
5. establish joint planning agreements
6. identify goals and objectives
7. evaluate linkage efforts.

The Subcommittee would be asked as part of their activities to develop and disseminate a brochure. This brochure would be directed toward handicapped consumers in a county describing the linkage project, its goals and objectives as well as the vocational education services available to them in the area. These services would be identified by the Subcommittee during their meetings.

County Selection

The next phase of the model development was to select a county to pilot the project. It was believed by the State PLT members that the project could be better facilitated if two counties were selected, each representing demographically two very different areas. This would help determine the applicability of the model in various settings.

Gloucester and Middlesex Counties were selected by the State PLT members to implement the model. Each county represented two different local situations as to rural and urban population, ethnic group, industrialization and the availability of services. A more detailed discussion of the counties can be found in the implementation section.

Coordinator Position

The State PLT members believed that a coordinator was needed to assist in carrying out the implementation phase of the model. A halftime position was created, with monies from the federal project paying for part of the salary. The coordinator's role encompassed the following responsibilities:

1. serve as a liaison between the state linkage team and local persons
2. coordinate linkage activities
3. serve as a communication link between the two counties
4. assist in and arrange for the production of a brochure for each county detailing the agencies (and their linkages) serving handicapped persons in the area of vocational education.

Ms. Ina White was selected to carry out the coordinator's functions for the project. Her role was one of meeting monthly on a formal basis with the Subcommittee in each county and informally working with committee members through telephone contacts and letters. The coordinator position was supervised by the state vocational education office. Additionally, Ms. Priscilla Walsh was designated program manager by the State PLT members to handle project monies on the local level.

Timeline of Activities

Once the coordinator's position was filled, State PLT members worked with the coordinator in developing a timeline of activities. It was believed that the timeline could be used as a guideline for the local committees to check their progress while working on meeting their objectives. Figure Twenty-Three lists the activities developed by the State PLT members and the coordinator.

The next phase of the plan was to implement the model. Chairpersons from each county were selected to provide leadership for the local subcommittees. Membership on the Project Linkage Team now represented both state and local level personnel. The state representatives, the coordinator and the program manager offered technical assistance to the subcommittees. The local representatives provided the leadership necessary to keep the local subcommittees on task and motivated. The members of the Project Linkage Team were:

John Wanat - Team Chairperson
Director
Bureau of Special Programs
Division of Vocational Education and Career Preparation

Dean Garwood
Director
Programs for the Handicapped

George Chizmadia
Director
Vocational Rehabilitation Services

Jackie Stefkovich
Coordinator Guidance and Counseling

Robert Shanberg
Coordinator 94-142 Programs

Priscilla R. Walsh
EIC-C's Edison Program

Figure Twenty-Three

Timeline of Activities for Middlesex and Gloucester Counties

Date	Activity
October, 1980	Select county committee members and hold initial meeting of both county committee members in Trenton, New Jersey.
November, 1980	Each county committee meets to assign tasks, organize subcommittees, and work on linkage activities such as verification of resources, population and gaps in services. Subcommittees will meet informally on their own during month and report to the committee of the whole at the monthly committee meetings.
December, 1980	Initiate a publicity campaign to publicize linkage activities and continue assigned tasks.
January, 1981	Complete the identification of resources. Initiate the development of local linkage agreements and begin the evaluation process of these agreements. Work with Vocational Studies Center during their on-site visit.
February, 1981	Complete the identification of gaps in the linkage process and continue to evaluate local linkage efforts.
March, 1981	Complete linkage agreements and continue to implement and evaluate linkage agreements. Develop brochure and other products to be used to describe process to other local level linkage teams concerned with improvement of vocational services to handicapped persons.
April, 1981	Complete evaluation of agreements and brochures. Develop recommendations for suggested model changes or improvements.
May, 1981	Prepare materials for dissemination at national linkage workshop in June.

Ina White
Coordinator
New Jersey Vocational Model for Linking
Agencies Serving the Handicapped

Francine Grubb
Director Vocational Special Needs
Gloucester County Vocational School

Harry Russell
Administrator Director
JFK Mental Health Center
Edison, NJ

A listing of the Project Linkage Team with their addresses can be found in Example Two.

IMPLEMENTING THE MODEL

On October 28, 1980 a general meeting was held in Trenton to discuss the project goals and objectives. Members from the Subcommittee for the Handicapped in Middlesex and Gloucester Counties were invited. Each Subcommittee had between 10-12 individuals as its core membership. Generally the members of the subcommittees were agency and institutional representatives providing vocational education and related services to handicapped persons. In addition, the New Jersey coordinator, the program manager, the State members of the Project Linkage Team and the project director from the Vocational Studies Center were in attendance.

The meeting discussed the project and covered the activities involved in the timeline. Subcommittee members had the opportunity to ask questions and to cover any concerns they had about implementating the project timeline. Before the meeting adjourned tentative dates were set for local meetings in each county for the following month.

Shortly after the Trenton meeting, a follow-up letter was sent by the coordinator and program manager to each committee member in both counties. The letter indicated the date of their first county-level meeting and information or materials needed for this meeting. Copies of the letters sent to the committee members can be seen in Examples Three and Four.

As previously mentioned, the selection of two counties by the State PLT members to pilot the project was done to determine the flexibility and adaptability of the model. Gloucester and Middlesex Counties each approached the implementation of the model differently, based on the needs of their particular area. Each county process will be described separately, in order to highlight how the counties worked to enhance collaborative efforts.

Middlesex County

Middlesex County is located in central New Jersey. This area is densely populated, highly industrial and offers a variety of services to handicapped persons. Input from the private, nonprofit as well as the publicly funded institutions was needed to make a balanced and well-represented committee.

Since Middlesex County provides a number of services to handicapped persons, the committee used the first few meetings to establish themselves as a working group. Individuals were added to the original Subcommittee for the Handicapped in order to more fully represent the community. Individuals on the committee became more acquainted with each other as they began working together. This helped to stabilize the committee's membership.

During these first meetings, subcommittees were formed to research and work more in-depth on particular areas needed by the committee as a whole. The subcommittees for Middlesex County were:

1. Identification of Population
2. Resources Identification
3. Publicity.

These subcommittees were involved in the following activities: identify the population needing services; identify what resources were currently available; determine what gaps in services existed and how these gaps could be filled; and publicize the committee's efforts throughout the county. Committee members felt there was such a variety of services available throughout the county for handicapped persons that they were unaware of the extent in which linkage agreements were in place. Therefore a fourth subcommittee was established, the Linkage Subcommittee, with the task of identifying the informal and formal linkage agreements existing in the county.

Correspondence among members between meetings played an important part in keeping the committee informed and active. The coordinator and the program manager would mail letters to each member including such information as the date and place of the next meeting; the agenda for the meeting; the minutes of the previous meeting; and any other pertinent information they believed the members should be made aware of. Example Five illustrates the type of letter sent to each committee member. This particular letter also lists the members who worked on the Middlesex County Committee.

The first task of the committee as a whole was to define the specific population to be served. Questions raised by the committee were whether all handicapping conditions should be considered by the group and the age range of those to be served once the population had been defined. The committee decided after discussing the information researched by the subcommittees that all handicapping conditions should be considered by the committee. The committee used the definitions of handicapping conditions that were issued by the State Department of Education. It was felt by the committee that education was a life-long learning process and vocational education was part of this process. The members decided the age range to be used for their purposes would cover 16 years through adulthood.

Obtaining data on handicapped out-of-school students and older handicapped adults requiring vocational education services caused the committee some difficulty. The school-aged handicapped population was much more easily identified, however once an individual was out-of-school, the data became harder to locate. The subcommittee responsible for securing this information consulted several resources, for example the state and local Division of Vocational Rehabilitation and the County Health and Human Services Office. The data compiled for both secondary and postsecondary aged students gave the committee a composite picture of the number of handicapped persons in their county.

The committee needed to identify and determine what services would be necessary for a handicapped person in vocational education. It was decided that six major areas would be used to develop the matrix of services which would assist the committee in identifying current services available and gaps in the service delivery system. The six areas determined by the committee were:

1. vocational evaluation
2. health

3. skill development
4. transportation
5. job placement
6. support services.

As part of their effort to establish collaborative agreements in the county, the subcommittee organized to investigate the extent of informal and formal agreements developed a survey. This survey was mailed in March, 1981 to those agencies involved in serving handicapped persons. The survey asked the agencies to identify the services they provided and whether they were involved in any collaborative efforts with another local agency. A sample of this survey can be found in Example Six. As a result of this survey and information provided by the committee for the matrix, a preliminary annotated list of resources available to handicapped persons was developed. A copy of this resource listing can be seen in Example Seven. These two major efforts by the committee were steps toward making the community, both agency representatives and handicapped persons, more aware of services offered in their area.

The committee publicized their efforts throughout the county during the implementation phase of the model informing individuals of the project. They are continuing to meet, to further develop the resource list and work on establishing more formal agreements so as to improve the accessibility of vocational education and related services to handicapped persons.

Gloucester County

Gloucester County is located in the southern part of the state. It is demographically very different from the previously described county. Gloucester County by comparison is more rural, with fewer industries located in the area. The population is not as dense, and the availability of vocational and related services for handicapped persons is more limited.

Members of this committee had worked previously together on a variety of county-related projects. They were able to stabilize their membership more quickly and develop as a group. Since the availability of services was more limited, determination of needed committee members to supplement the original Subcommittee membership was a shorter process. The committee broke into similar subcommittees as their counterpart had in Middlesex County. The subcommittees were:

1. Identification of Population
2. Resources Identification
3. Publicity.

Correspondence among members between meetings also played an important role in keeping this committee informed and active. Example Eight provides a sample of the type of letter sent to each Gloucester County committee member. A listing of each member who worked on this committee is also included.

Issues such as the population to be served and the age range of these individuals were also discussed by this committee. Data for the number of handicapped persons needing vocational education and related services was taken from the public schools' records and from the Division of Vocational Rehabilitation. The committee decided to identify services as it related to all handicapping conditions and to use the age range of 16 years to adulthood for those needing services. The handicapping conditions used by the members were the primary disability definitions issued by the State Department of Education.

The Publicity Committee developed several news releases for usage in local newspapers and in organizational newsletters. Samples of these releases can be found in Examples Nine and Ten. This information helped the public become more aware of the project and the committee's work.

The committee members used a format similar to Middlesex County for identifying vocational and related services in the county. The matrix developed by the members to access the service delivery system in their county was divided by the same six areas. These areas were:

1. vocational evaluation
2. health
3. skill development
4. transportation
5. job placement
6. support services.

The committee members decided to use the matrix of services for purposes of establishing linkage agreements and seeking additional financial assistance from the county and state government. They felt the matrix would provide a more comprehensive picture of the gaps in their county delivery system.

There was some concern raised by the members regarding the development of the brochure. After reviewing the matrix, they felt that if they tried to list the available services in their county it would make people more aware of what they did not have. They felt the brochure could have a negative impact on handicapped consumers. The committee decided that the brochure they developed should help handicapped consumers learn how to enter the service delivery system in their county. The members determined that in their county there were two main entry points into the system, the school system for school age handicapped students and vocational rehabilitation for handicapped adults. The brochure designed by the committee describes the type of services provided by the school system and vocational rehabilitation and how to contact these two organizations. A copy of the brochure can be found in Example 11.

Summary Concerning Both Counties' Activities

The two counties each took a different approach based on the unique needs of their area to fufill the goals of the project. Middlesex County committee members believed that a resource list of services would be a helpful way of increasing the public's awareness of services available to handicapped persons. There was a feeling that many linkage agreements were in existence and a survey mailed to the various organizations would provide much needed insight concerning the amount of linkage activities occurring.

Gloucester County committee members believed that a matrix of services developed by the members would provide needed information concerning the gaps in their service delivery system in the county. This information could foster the possibility of linking services among agencies or could be used to submit proposals for new services in their area to county officials or state personnel. The committee believed a brochure was appropriate in order to inform handicapped consumers and their families on how to enter into the service delivery system.

Both counties began exploring the extent of informal and formal agreements in their community. The committees felt that trying to initiate formal agreements during the project timeline could inhibit growth of long-term linkage agreements. They believed that agency representatives would feel pressed to make agreements just to meet the goals of the timeline. The committees are working together after completion of the formal project with the goal of further exploring the possible linkage agreements available in their counties. Evaluation of these agreements after they are initiated is another long term goal of the committees.

FUTURE DIRECTION OF THE PROJECT

The State members of the Project Linkage Team along with the two counties believed that other counties could benefit from the model developed in the pilot areas. Therefore, in May of 1981, a workshop on "Coordination of Vocational Services for the Handicapped" was sponsored by the State members of the Project Linkage Team, the New Jersey Association of Vocational Education Special Needs Personnel and the New Jersey Occupational/ Consumer Resource Center. The purpose of the workshop was to further inform other counties about the pilot project so that the model could be implemented on a state-wide basis. The focus of the workshop was to bring together persons from various disciplines and agencies representing a specific region to work in small groups on a plan that would encourage coordination and collaboration of vocational services for handicapped persons. The Department of Education and the Project Linkage Team are building on this first state-wide workshop by planning to conduct four regional workshops during the next year. A letter inviting individuals from around the state to participate in this workshop can be found in Example 12.

OBSERVATIONS CONCERNING THE MODEL AND ITS PROCESS

Members of the Project Linkage Team were able to make several observations about the process of developing agreements in the two counties as a result of participating in the project. They felt that forming a committee and establishing agreements can be a delicate process with time and energy spent in the area of negotiation. They found that currently most agreements in their counties are informal and that more information is needed on how to develop and implement formal agreements.

The committees also believe there is a need for a stronger communication network between the state and local levels. They felt that the exchange of information, especially down to the local level, needed to be enhanced. And finally, there was a real concern raised by the committees that in areas where vocational services are limited, the more severely handicapped student is sometimes screened out. A more comprehensive range of services is needed in order to meet the needs of all handicapped individuals. The local level committee members hope their continued work in the linkage model will further enhance the services available to remedy this situation.

The model proved successful in several areas. The committees worked very hard to complete the activities as stated in the timeline and were able to stay on task for a majority of the project. As a result of the matrix developed, committees had a better overview of the service delivery system in their communities. Other successes of the linkage model include:

1. getting people at the local level to communicate as well as helping committee members to develop a greater awareness of the available services in the community
2. selection of committee members who are well motivated and accepting of the project
3. generation of good publicity for the project
4. ability of the committees to work through existing structures and community groups.

The Project Linkage Team members see their involvement with this project as a beginning. They believe that their goal of improving vocational education and related services for handicapped persons can be achieved through the collaborative efforts of individuals and agencies throughout the state. The model described in this chapter provides a means for building the collaborative relationships needed to reach their goal.

Example Two

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Jackie Stefkovich
Coordinator Guidance and Counseling
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Priscilla R. Walsh, Program Manager - Edison
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Edison, New Jersey 08817
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Example Two (contd.)

John Wanat*
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Bureau of Special Programs/Vocational Education
New Jersey State Department of Education
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Ina White
Coordinator
New Jersey Vocational Model for Linking Agencies
Serving the Handicapped
Institute for Human Services
Kean College
Morris Avenue
Union, New Jersey 07083
(201) 527-2520

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*Team Chairperson

Example Three

Correspondence Number One from the New Jersey
Coordinator and Program Manager to the
Middlesex County Committee Members

OCCUPATIONAL RESOURCE CENTER
Building 871, Plainfield Ave.
Edison, New Jersey 08817
(201) 985-7769

November 6, 1981

Dear

We would like to take this opportunity to thank you for your participation in the initial meeting of the "N.J. Vocational Model for Linking Agencies Serving the Handicapped" on October 28, 1980. If the rest of the year goes as well, the project will be very successful in meeting its objectives.

The next meeting is scheduled for November 18, 1980 from 1:30 to 4:00 at the Middlesex County Vocational School - Burr D. Coe School, 1212 Rues Lane - P.O. Box 220, East Brunswick, N.J. 08816 (201-254-8700).

During this meeting the committee will appoint a chairperson, set up objectives and tasks and start meeting some of the goals. To facilitate this we are asking each committee member to bring the following with you:

1. Description of services provided by your agency, or other agencies that you are familiar with, re: to vocational education (e.g. training; employment orientation; career education)
2. Any current interagency agreements (formal or informal)
3. Completed evaluation of such agreements
4. Any statistical reports identifying handicapped populations served in Middlesex County

Enclosed please find a tentative timeline for meeting the objectives of the project and a summary of the October 28, 1980 meeting.

Please call 201-985-7769 or 201-285-7929 by November 14th if you are planning to attend the meeting. For additional information on the project call Ina White, N.J. Coordinator at 201-527-2326.

Sincerely,

Ina White, Coordinator, N.J. Vocational Model for Linking Agencies
Serving the Handicapped

Priscilla R. Walsh, Program Manager - Edison

Example Four

Correspondence Number Two from the New Jersey Coordinator and Program Manager to the Middlesex County Committee Members

OCCUPATIONAL RESOURCE CENTER
Building 871, Plainfield Ave.
Edison, New Jersey 08817
(201) 985-7769

November 6, 1980

Dear

We regret that you were unable to attend the first meeting of the "N.J. Vocational Model for Linking Agencies Serving the Handicapped" on October 28, 1980. If the rest of the year goes as well as this initial meeting the project will be very successful.

The next meeting is scheduled for November 18, 1980 from 1:30 to 4:00 at the Middlesex County Vocational School - Burr D. Coe School, 1212 Rues Lane - P.O. Box 220, East Brunswick, N.J. 08816 (201-254-8700).

During this meeting the committee will appoint a chairperson, set up objectives and tasks and start meeting some of the goals. To facilitate this we are asking each committee member to bring the following with you:

1. Description of services provided by your agency, or other agencies that you are familiar with, re: vocational education (e.g. training; employment orientation; career education)
2. Any current interagency agreements (formal or informal)
3. Completed evaluation of such agreements
4. Any statistical reports identifying handicapped populations served in Middlesex County

Enclosed please find a tentative timeline for meeting the objectives of the project and a summary of the October 28, 1980 meeting.

Please call 201-985-7769 or 201-985-7929 by November 14th if you are planning to attend the meeting. For additional information on the project call Ina White, N.J. Coordinator at 201-527-2326.

Sincerely,

Ina White, Coordinator, N.J. Vocational Model for Linking Agencies Serving the Handicapped

Priscilla R. Walsh, Program Manager - Edison

Example Five

Correspondence Number Three from the New Jersey Coordinator and Program Manager to the Middlesex County Committee Members

OCCUPATIONAL RESOURCE CENTER
Building 871, Plainfield Ave.
Edison, New Jersey 08817
(201) 985-7769

February 19, 1981

Dear Committee Member:

The next meeting for the Middlesex County Committee of the "N.J. Vocational Education Model for Linking Agencies Serving the Handicapped" is scheduled for March 18, 1981 from 10:00 to 12:00 at the JFK Rehabilitation Medicine Conference Room. (201-321-7189)

During this meeting, the four committees will report on their progress. The committees are:

Population Identification: Pam Karmazsin
Resource Identification: Judy Levay
Publicity: Harry Russell
Linkage Models: L. Jay Thornton

Ina White will give a report on the Baltimore Meeting, How New Jersey compares to Maryland and Virginia, and an update on the Gloucester County Committee.

Please bring names and addresses of: 1) agencies that you think should be mailed the Linkage survey question and 2) agencies newsletter to publicize the project in.

Someone will be calling you the week of March 2, 1981 to confirm your attendance and your mailing address. If you have any questions concerning the project please call Ina White, N.J. Coordinator at 201-527-2326.

Sincerely,

Ina White, Coordinator - N.J. Vocational Model for Linking
Agencies Serving the Handicapped

Priscilla R. Walsh, Program Manager - Edison

cc: George Chizmadia
Dean Garwood
Robert Shamberg
Jacqueline Stefkovitch
John Wanat
Lloyd Tindall

Enc: Committee member list
'Publicity Mailing' Form
'Linkage Survey' Form

PUBLICITY MAILING

Please complete for any newsletter, etc. you feel should be mailed project publicity and bring to the next committee meeting or mail to:

Ina White, Coordinator
N.J. Vocational Education Model for Linking
Agencies Serving the Handicapped
109 Henshaw Avenue
Springfield, New Jersey 07081

Agency: ______________________________

Address: ______________________________

____

Contact Person: ______________________________

Phone: ( ) ______________________________

Newsletter Title: ______________________________

- -

Agency: ______________________________

Address: ______________________________

____

Contact Person: ______________________________

Phone: ( ) ______________________________

Newsletter Title: ______________________________

- -

Agency: ______________________________

Address: ______________________________

____

Contact Person: ______________________________

Phone: ( ) ______________________________

Newsletter Title: ______________________________

Example Five (contd.)

"Linkage Survey"

Please complete for any agencies you feel should be mailed linkage survey and bring to next committee meeting or mail to:

Ina White
Coordinator
N.J. Vocational Education Model for Linking
Agencies Serving the Handicapped
109 Henshaw Avenue
Springfield, N.J. 07081

Agency: ________________________________

Address: ________________________________

____

Contact Person: ________________________________

Phone: (   ) ________________________________

- -

Agency: ________________________________

Address: ________________________________

____

Contact Person: ________________________________

Phone: (   ) ________________________________

- -

Agency: ________________________________

Address: ________________________________

____

Contact Person: ________________________________

Phone: (   ) ________________________________

Middlesex County Committee of the "N.J. Vocational Education Model for Linking Agencies Serving the Handicapped

---

Jim Alexander
Manager
NJDVRS
125 Broad Street
7th Floor
Elizabeth, N.J. 07200

Shirlie A. Camp
Middlesex County Juvenile Facility
P.O. Box 164, Rt. 130
North Brunswick, N.J. 08902
(201) 745-3470

Dr. John Casey
Acting Superintendent of Schools
N.J. Department of Ed. - Middlesex County Office
96 Bayard Street
New Brunswick, N.J. 08901
(201) 745-3490

Joseph Columbo
Middlesex County Voc. School
East Brunswick, N.J. 08816
(201) 257-7715

Dr. John P. Coogan
County Coordinator for Career Education
N.J. Department of Education - Middlesex County Office
96 Bayard Street
New Brunswick, N.J 08901
(201) 725-3490

Rosalie Burns Davis
United Way of Central Jersey, Inc.
142 Livingston Avenue
P.O. Box 1187
New Brunswick, N.J. 08903
(201) 247-3727

Michael DeCarlo
Director of Guidance
South Plainfield H.S.
South Plainfield, N.J. 07008
(201) 754-4620

Lloyd Foster
Middlesex County CETA
303 George Street
New Brunswick, N.J. 08910
(201) 745-2026

Jane Henry
Middlesex County Service Commission
North Randolph Road
Piscataway, N.J. 08854

Thomas Kanaly
County Adult Education Coordinator
Middlesex County Education Vocational Service Commissioner
North Randolph Road
Piscataway, N.J. 08854
(201) 754-3322

Pamela Karmazsin
Middlesex County College
Division of Community Education
Edison, N.J. 08817
(201) 548-6000 Ext. 350

George Logenes
Middlesex County Human Services Department
County Administration Building
New Brunswick, N.J. 08901
(201) 246-5718

William Nolan
Executive Director
Middlesex County CETA
303 George Street
New Brunswick, N.J. 08901
(201) 745-3986

Nancy Pawliger
N.J. Committee of Arts for the Handicapped
5 Pierce Court
East Brunswick, N.J. 08816

G. Pellicane
Director-Middlesex County Juvenile Facilities
P.O. Box 164, Route 130
North Brunswick, N.J. 08902
(201) 745-3400

Terri Pollifrone
Director of Special Education
Perth Amboy Board of Education
Barracks Streets
Perth Amboy, N.J. 08861
(201) 826-3365

Harry Russell
Administration
JFK Mental Health Center
Edison, N.J. 08817
(201) 321-7189

L. Jay Thornton
Graduate School of Education
Rutgers University
New Brunswick, N.J. 08901
(201) 932-7937

Anita Voorhees
Dean - Community Education
Middlesex County College
Edison, N.J. 08817
(201) 548-6000

Joseph Vuono
N.J. Department of Education - Middlesex County Office
96 Bayard Street
New Brunswick, N.J. 08901
(201) 745-3490

Dr. Henry Zanzalari
Superintendent Middlesex County Voc. School
East Brunswick, N.J. 08816
(201) 257-3300

Example Six

Middlesex County Ad Hoc Committee for Linkages in Services to the Handicapped Services Questionnaire

UNITED WAY of Central Jersey, Inc.
32 Ford Avenue, P.O. Box 210
Milltown, New Jersey 08850
(201) 247-3727

March 30, 1981

Dear Director/Administrator:

Recently, New Jersey was selected as one of three states to participate in a U.S. Department of Education funded project to develop models for linking agencies serving the handicapped. Within the state, Middlesex and Gloucester counties were recommended to pilot the project. An Ad Hoc Committee, chaired by Mr. Harry Russell, Administrative Director of the Mental Health Institute, John F. Kennedy Medical Center, has been working to meet the goals of the project.

One of the objectives of the project is to identify all of the agencies in Middlesex County which serve our handicapped population, ages 14 through 64, through provision of pre-vocational, vocational, and related vocational services. Further, we wish to describe those existing services and determine where there are linkages among the service provider agencies.

Thus, I invite you, or your designate, to assist in compiling agency information by completing the enclosed questionnaire and returning it to me on or before Friday, April, 10, 1981.

It is the intent of the Ad Hoc Committee to make all of the resources for the handicapped available to service providers and the community-at-large through various types of publications and brochures. To ensure that your agency is included and that your services are accurately reflected, please take time, now, to respond and return the information in the envelope provided.

Should you have any questions regarding the questionnaire, please feel free to call me.

Thank you for your cooperation and prompt reply to our questionnaire.

Sincerely,

Judith D. Levay, Chairperson
Resource Committee
Agency Linkage Project for
the Handicapped

JDL/ban

Enclosures

SERVICE CATEGORY DEFINITIONS

NOTE: IN ALL INSTANCES, BELOW, THE SERVICE PROVIDER SHOULD HAVE TRAINED/ QUALIFIED STAFF WHO PERFORM THE SERVICE.

Vocational Evaluation - the process by which specific methods, techniques and procedures are administered--usually in hands-on-activities--to determine appropriate level of placement in a particular pre-vocational or vocational program. Results of such evaluations are kept on file and used as reference point in progress toward employment.

Health Services - these are any health related rehabilitation services which are actually provided, on site.

Skill Development - Programs which provide actual training, on site, as based on results of vocational evaluations; service provider, in this instance, may not necessarily have vocational evaluation component but would have the capacity to provide actual job training.

Transportation Services - (Transportation to and from service provider center is not included here) Once the client is on site, other transportation services, i.e.: to and from other agencies for referral follow-up service, to and from job site interviews, to and from job site, to and from health related rehabilitation, etc. are included.

Support Services - counseling, personal adjustment training, work adjustment training; Information and Referral to other agencies which can meet needs not provided by referring source; social activities; public education and advocacy

Job Placement - services of a job placement counselor, or social worker who is responsible for identifying potential job sites and for placement of employees on those sites, once employee is job ready; counselor or social worker would also work, initially, with employers to assist employee in work adjustment.

PRIMARY DISABILITY DEFINITIONS

Trainable Mentally Retarded - "Trainable" means a level of retardation which is characterized by intellectual capacity, as measured by a standardized clinical test of intelligence, which falls beyond three standard deviations below the mean; an inability to use symbols in the solution of problems of even low complexity; and an inability to function socially without direct and close supervision.

Education Mentally Retarded - "Educable" means a level of retardation which is characterized by intellectual capacity, as measured by a clinical test of intelligence, within a range encompassing approximately one and one-half to three standard deviations below the mean and a low level of ability to think abstractly.

Visually Handicapped - "Visually handicapped" means an inability to use ocular mechanisms to see within normal limits as defined by the following:

1. "Blind" means a condition in which visual acuity, with correction, is 20/200 or poorer in the better eye and which necessitates a knowledge and skill in the use of special devices or techniques, such as Braille, for educational purposes;
2. "Partially sighted" means a condition in which visual acuity, with correction, is 20/70 or poorer in either eye, or, as a result of some other factors involved in visual functioning, inhibits the effective functioning in a learning environment without special education or related services.

Auditorily Handicapped - "Auditorily handicapped" means an inability to hear within normal limits due to physical impairment or dysfunction of auditory mechanisms as distinguished by the following:

1. "Deaf" means loss of hearing, which is so severe that the person is impaired in processing linguistic information through hearing, with or without amplification and educational information is adversely affected;
2. "Hard of hearing" means a loss of hearing, which may be permanent or fluctuating and adversely affects a person's educational performance, but which is not severe enough to warrant classification as "deaf."

Communication Handicapped - "Communication handicapped" means a communication disorder in native speech or language to a severe extent which seriously interferes with the ability to use oral language to communicate.

Neurologically Impaired - "Neurologically impaired" means a severe and specific impairment, disorder or dysfunction of the central or peripheral nervous sytem which adversely affects the educational performance of a person and is not manifested as any other educationally handicapping conditions.

Perceptually Impaired - "Perceptually impaired" means the exhibiting of a specified learning disability due to a disorder in one or more of the basic psychological processes involved in understanding and learning and which affects the ability to listen, think, speak, read, write, spell and learn arithmetic to the extent that special education and related services are necessary for achievement and successful performance in an education program. This definition does not include the manifestation of learning problems which are due primarily to any other educationally handicapping conditions or to environmental, cultural or economic disadvantage.

Orthopedically Handicapped - "Orthopedically handicapped" means a condition which, because of malformation, malfunction or loss of bones, muscle, or body tissue, necessitates special education or related services, special equipment, or special facilities to permit functioning of normal learning processes, participation in regular school activities and maintenance of interpersonal relationships.

Chronically Ill - "Chronic illness" means a chronic condition such as tuberculosis, lowered vitality, cardiac condition, leukemia, asthma, seizure disorders, or other physical disabilities which make it impracticable for a person to receive adequate instruction through a regular educational program.

Emotionally Disturbed - "Emotionally disturbed" means the exhibiting of behavioral disorders over an extended period of time which adversely affects educational performance and may be characterized by any of the following manifestations: an inability to learn which cannot be explained by intellectual, sensory or health factors; an inability to build or maintain satisfactory interpersonal relationships; inappropriate behaviors or feelings under normal circumstances; a general or pervasive mood of unhappiness or depression; and/or the development of physical symptoms or irrational fears relating to personal or school problems.

Socially Maladjusted - "Socially maladjusted" means a pattern of social interaction which is characterized by conflicts which cannot be resolved adequately with the assistance of authority figures, or behavior that seriously interferes with the well-being or the property of others and is not due to emotional disturbance.

Multiply Handicapped - "Multiply handicapped" means the presence of two or more educationally handicapping conditions which interact and result in problems so complex that placement in programs designed for a single handicapping condition will not result in significantly meaningful educational growth and achievement.

Example Six (contd.)

MIDDLESEX COUNTY AD HOC COMMITTEE FOR LINKAGES IN SERVICES TO THE HANDICAPPED SERVICES QUESTIONNAIRE

1. Name and title of person completing this form: ____________________
2. Name of Agency: ________________________________ (full name, no abbreviations)
3. Address (Local Headquarters) ________________________________
   ________________________________ (City) (State) (Zip Code)
4. Telephone ______________ (area code)(number) 5. Emergency Telephone ______________
6. Days and Hours of Operation: ________________________________
7. Name, Address & Telephone of all outreach locations in Middlesex County & Franklin Township: (use additional sheets, if necessary)
8. Fees:
   _____none charged _____set fee _____sliding scale fee
9. If fees are charged, who pays for services?:
   _____client _____medicaid _____other (specify)
   _____ private insurance _____third party ____________________
10. What is the normal waiting period before receiving service?
    _____none _____1 week _____1 month
    _____usually same day _____2 weeks _____more than 1 month
    _____less than 1 week _____3 weeks _____varies (specify, below)

11. What are the best methods for inquiring about, or requesting services?

_____walk-in _____phone call _____referral required

12. If your agency has bilingual staff, what languages do they speak?

________ ________ ________ ________ ________ ________

13. Eligibility requirements: ______________________________

____

____

____

____

14. Are services restricted to residents of a particular geographic area? (Please check only one)

_____no restrictions _____county _____region

_____municipality _____state _____other (specify)

____

15. Is the agency a private, non-profit organization? ____yes ____no

16. What accommodations does the agency have for handicapped clients?

_____fully accessible _____ramps _____wheel chairs

_____wide doors _____rest rooms

_____elevators _____ transportation to and from agency

17. SEE PAGE 279 FOR THIS QUESTION.

18. In the spaces below, please list other agencies, organizations, departments of government, etc., with which your agency has either formal or informal linkages.

Formal linkage is defined as having some form of written agreement or contract.

Informal linkage is defined as having a verbal agreement or understanding in interagency cooperation and coordination of services.

FORMAL	INFORMAL
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________
______________________	______________________

Example Six (contd.)

17. SERVICES PROVIDED

Instructions: Using definitions on attached sheets, check off those services that are major, or primary services which your agency provides.

Primary Disability	Vocational Evaluation	Health Services	Skill Development	Transportation	Support Services	Job Placement
Trainable Mentally Retarded						
Educable Mentally Retarded						
Visually Handicapped						
Auditorily Handicapped						
Communication Handicapped						
Neurologically Impaired						
Perceptually Impaired						
Orthopedically Handicapped						
Chronically Ill						
Emotionally Disturbed						
Socially Maladjusted						
Multiply Handicapped						

Please return the completed questionnaire no later than: FRIDAY, APRIL 10, 1981
Use the enclosed envelope, Atten: J.D. Levay THANK YOU

Example Seven

#143

A NEW JERSEY VOCATIONAL MODEL
FOR
LINKING AGENCIES SERVING THE HANDICAPPED

EIC/C'S EDISON PROGRAM
BLDG. 871 - PLAINFIELD AVE.
EDISON, NEW JERSEY 00817
(201-985-7769)

An Annotated List of Resources that Provide Information

About the Handicapped Population in New Jersey

January, 1981

During FY 81, EIC/C's Edison Program received a small grant from the Wisconsin Vocational Studies Center to set up a New Jersey Vocational Model for Linking Agencies Serving the Handicapped. For further information on this project, please contact Ms. Priscilla Walsh, Program Manager - Edison Program (201-985-7769).

*Available for reference at the New Jersey Occupational/Consumer Resource Center (EIC/C's Edison Program)

New Jersey Welfare Council. Directory of Social Welfare and Health Services in New Jersey 1973. Trenton: New Jersey Welfare Council, 1973. Copies available from Department of Community Affairs, Office of Public Information - Publications Section, P.O. Box 2768, Trenton, N.J. 08625.

Lists government and non-profit social welfare and health resources in New Jersey. Includes civil rights organizations, charitable and volunteer organizations. Citations include address, phone, brief description and area serviced.

Middlesex County Planning Board. General Statistics for Middlesex County. April, 1978. Middlesex County Planning Board, 40 Livingston Avenue, New Brunswick, N.J. 08901.

Statistical data on housing, employment, population, land use, and tax rates. Population break-down by sex, age, minority status.

Foster, June C. Guidance Counseling, and Support Services for High School Students with Physical Disabilities 1977. Technical Education Research Centers, Inc., 44 Brattle Street, Cambridge, MA 02138.

Manual and resource list for use with physically handicapped students. Includes information on testing for disabilities and preparation for careers. Part II lists state resources of use to school personnel and students with physical disabilities. (NJ O/CRC has New Jersey's list)

Division of Vocational Rehabilitation Services. Handbook for NON VR Professionals on Vocational Rehabilitation. New Jersey Department of Labor and Industry, Division of Vocational Rehabilitation Services, 150 East State Street, Trenton, N.J. 08625.

Pamphlet explaining eligibility criteria and services of Division of Vocational Rehabilitation Services.

United Way of Central Jersey. Human Services Resource Directory of Middlesex County and Franklin Township, 1977. The Planning and Program Development Division of the United Way of Central Jersey, Inc., 142 Livingston Ave., New Brunswick, N.J. 08902.

Lists non-profit, state licensed and/or private agencies servicing citizens of Middlesex County and Franklin Township. Listed by function and alphabetically. Citations include agency address, phone, brief description, area serviced and fees if any.

Legones, George. Middlesex County Comprehensive Annual Social Services Plan for FY'80, 1980. Department of Health and Social Services. Board of Chosen Freeholders, County of Middlesex, New Brunswick, N.J. 08903.

Provides overview of social services planned for county and of offices which will administer services and funds provided under Title XX. Statistics provided on handicapped, disabled, abused and neglected, problem drinkers, mental health.

Richardson, John. The Middlesex County Comprehensive Social Service Resource Directory, 1978.

Guide to social services within the county. Agencies listed by alphabetical order and function. Citation include address, phone, brief description, fees if any, waiting period and area serviced.

Middlesex County Three Year Plan to Improve the Community Support System for Severely Psychiatrically Disabled Adults.

Outlines plans to provide assistance to psychiatric patients released from hospitals but unable to live in community without assistance.

New Jersey Work Force Population with Handicapping Conditions.

Statistical estimates of disabled population in New Jersey based on figures gathered by U.S. Census Bureau in 1976. Population break down by race, unemployed, handicapping conditions given for each New Jersey county.

New Jersey Developmental Disabilities Council, and Facilities Construction Program, 1980 Annual State Plan for Developmental Disabilities, 1980. New Jersey Developmental Disabilities Council, 101-110 North Broad Street, P.O. Box 1237, Trenton, N.J. 08625.

Planning, administration, and provision of services for persons with developmental disabilities in New Jersey. Statistics on developmental disabilities population.

Special Child Health Service. Resources for Detection, Prevention, and Treatment Services for Children with Handicapping or Potentially Handicapping Conditions, 1980. Special Child Health Services, New Jersey State Department of Health, Trenton, N.J. (609-292-5676).

Lists ambulatory services and centers funded by Special Child Health Services. Citations include address and phone number.

ADDENDUM:

Brolin, Donn E., ed., Life centered career education: A competency based approach. 1978, The Council for Exceptional Children, Publication Sales, 1920 Association Drive, Reston, VA 22091.

A curriculum and materials guide focusing on 102 specific competencies in the domains of daily living skills, personal-social skills, and occupational guidance and preparation. Presents behavioral objectives, suggested activities and suggested personnel responsibilities. Curriculum is designed for infusion in upper elementary and secondary levels for both handicapped and nonhandicapped students. Also useful in orienting the reader to the various domains and related competencies that can be addressed in career education programming.

Brolin, Donn E., Donald J. McKay and Lynda L. West. Trainers guide to life centered career education. 1978. The Council for Exceptional Children, Publication Sales, 1920 Association Drive, Reston, VA 22091.

Provides directions and materials for a series of workshops aimed at creating a team of educators, parents, and community personnel who can develop and monitor a career education program appropriated for their community. A companion volume to the above cited Life Centered Career Education, this guide is designed to help administrators initiate an infused career education program for handicapped students in secondary schools.

Brolin, Donn E. and Charles Kokaska. Career education for handicapped children and youth. 1979. Charles E. Merrill Publishing Co., 1300 Alum Creek Drive, Columbus, OH 43216.

Presents a comprehensive treatment of career development needs of, and appropriate services for, handicapped individuals - stressing the importance of systematic coordination of school, community and family activities. Two of the chapters focus on the involvement of business and industry, and of community agencies and organizations in the school's efforts A wealth of resources are cited including organizations and instructional resources.

Brolin, Donn E. and Pamela A. Mauch. Career education for persons with handicaps: A bibliography, 1979. CEPP Project, Career Education Personnel Preparation, 16 Hill Hall, Columbia, MO 65211.

Cites journals, books, monographs, and information sources pertaining to career development of handicapped individuals.

Education Commission of the States. Collaboration in State Career Education Policy Development: The role of business, industry and labor (Report #17). 1979. Career Education Project, Education Commission of the States, 1860 Lincoln St., Suite 300, Denver, CO 80295.

Reports on state level policies and efforts to promote education-work collaborative involvement of business, industry and labor as reported by that sector and by state career education coordinators.

Hoyt, Kenneth. Monographs on career education. A series including the following titles: A Primer for Career Education; Refining the Career Education Concept: Part III, 1978; Refining the Concept of Collaboration in Career Education, 1978.

Up to 5 copies of each title available free from Office of Career Education, U.S. Office of Education, Regional Office Building #3, Washington, DC 20202.

This series discusses attitudes, issues, resources and mechanisms involved in collaborative career education.

The President's Committee on Employment of the Handicapped (1111 Twentieth Street, N.W., Washington, DC 20210. Phone: 202-653-5044) makes available the following titles:

- Affirmative action for disabled people: a pocket guide
- Guide to the placement of mentally retarded workers
- How to accommodate workers in wheelchairs
- Job ready handicapped Americans are finding more business acceptance
- Respond to mentally restored workers
- Respond to workers with epilepsy
- Respond to workers with muscular dystrophy

These brochures and reprints may be helpful in sensitizing prospective team members (particularly business and industry representative) to handicapped individual's potential as productive workers. The materials may also be useful in implementing strategies that involve community sensitization and job development.

Ringers, Joseph. Creating interagency projects...schools and community agencies. 1977. Community Collaborators, P.O. Box 5429, Charlottesville, VA 22905.

Designed to help leaders ("enablers") promote new interagency programs which share space, staff, costs, and/or other resources. Discusses interorganizational and interpersonal dynamics, the nature of bureaucracies, and strategies for influencing and working with them as well as the qualities that the enabler must develop and demonstrate in order to be effective.

Research Utilization Laboratory. RUL#6: Guidelines for interagency cooperation and the severely disabled. 1977. Research Utilization Laboratory, Jewish Vocational Service, 1 South Franklin Street, Chicago, IL 60606.

Designed as a tool to help rehabilitation agencies decide how to coordinate their efforts with those of various other service providers in the community. Discusses factors that impede and enhance interagency cooperation and presents case students reflecting various forms of cooperative relationships.

ORGANIZATIONS:

Chamber of Commerce of the United States, Education and Manpower Development Committee, 1615 H Street, N.W., Washington, DC 20062.

The Chamber has been actively involved in helping local Chambers of Commerce to implement career education in their communities. The local Chamber of Commerce can be a key partner or resource in the collaborative planning effort. Further information can be obtained by writing to the above address or by contacting your local Chamber.

AFL-CIO, Human Resources Development Institute, 815 16th Street, N.W., Washington, DC 20006. Contact: Vincent Moretti, (202) 638-3912.

HRDI has a network of 60 local offices nationwide, certain of which are involved in placing handicapped individuals in jobs with private employers. HRDI works with unions and other concerned organizations to develop local training and employment programs and provides technical assistance regarding the development of job training opportunities, particularly with organized labor.

President's Committee on Employment of the Handicapped, Washington, DC 20210. Contact: Paul Hippolitus (202) 653-5059.

Distributes literature/information on job placement, vocational guidance, agencies providing vocational services, and other employment related topics.

Projects with Industry, Rehabilitation Services Administration, Room 3518, Switzer Building, 330 C Street, S.W., Washington, DC 20201. Contact: Thomas Fleming, National Project Officer, (202) 245-3189.

Promotes and funds cooperative programming among industries, vocational rehabilitation agencies, and other rehabilitation organizations concerned with the preparation of handicapped individuals for competitive employment. Referrals to programs in the PWI network and descriptive literature are available from the above address.

Example Eight

Correspondence from the New Jersey Coordinator and
Program Manager to the Gloucester County Committee Members

OCCUPATIONAL RESOURCE CENTER
Building 871, Plainfield Ave.
Edison, New Jersey 08817
(201) 985-7769

January 15, 1981

Dear Committee Member:

The next meeting for the Gloucester County Committee of the "N.J. Vocational Education Model for Linking Agencies Serving the Handicapped" is scheduled for January 29, 1981 from 1:30 to 3:30 at the Gloucester County Area Vocational-Technical School, Tanyard Road, Sewell, New Jersey 08080 (609-468-1445).

During this meeting the three committees will report on their progress. The committees are:

Population Identification: Grace Gandini
Resource Identification: Francine Grubb
Publicity: Rhymes Humphreys

The committee will then review their progress as measured against the time lines established in October and plan the next steps.

Representatives from Wisconsin will be present at the meeting so come prepared with any questions concerning the project.

Enclosed please find a summary of the November 18, 1980 meeting and the names and addresses of the committee. If we do not have your complete address and/or phone number please call 201-985-7769 so we can correct our list.

Someone will be calling you to confirm your attendance the week of January 19th. If you have any questions concerning the project please call Ina White, N.J. Coordinator at 201-527-2326.

Sincerely,

Ina White, Coordinator-N.J. Vocational Model for Linking
Agencies Serving the Handicapped

Priscilla R. Walsh, Program Manager-Edison

cc: George Chizmadia
Dean Garwood
Richard Kaplan
Robert Shanberg
Jacqueline Stefkovitch
Lloyd Tindall
John Wanat

MINUTES OF GLOUCESTER COUNTY MEETING

Meeting was held November 25 at Gloucester County Vocational Technical School. Each person present was asked to describe the work of his/her agency as it related to vocational education for the handicapped and what linkage agreements, if any, the agency had with other agencies. The highlights of the information shared were as follows:

1. Y.A.L.E. Academy - A. non-profit, private school provides employment orientation and testing. B. Agreements - with Woodbury.

2. Deptford High School - A. Comprehensive High School. B. Agreements - very few formal agreements work with Job Corps and employment service.

3. Gloucester County Vocational Technical School

   A. Training, Vocational evaluation and career counseling
   B. Agreements
      1. Students sent to Abilities Center for evaluation - informal agreement.
      2. Informal agreement with DVR.

4. Educational Services Commission

   A. Does testing at non-public schools; provides range of services under migrant project.
      1. Linkages with hospitals for testing.

Participants also brought a variety of human services directories and statistical reports as examples of research that has already been done. The Gloucester County Child Study Supervisor's office is compiling a complete statistical report of persons served by special education in the County Individuals that will not be included in this report (students not placed by the public schools, those over 21 years old) were discussed as well as possible sources of information about these individuals. These sources include St. John of God, Clark House, Gloucester County Association for Retarded Citizens and Marion Center.

Members of the committee were divided into three subcommittees: identification of population; investigation of available county resources and publicity. Each subcommittee will report on their work at the next meeting, which was set for January 29. Francine Grubb of Gloucester Co. Voc-Tech agreed to serve as chairperson for the county group.

Gloucester County Committee of the "N.J. Vocational Education Model for Linking Agencies Serving the Handicapped"

David DeGroodt
Career Education Coordinating Council
Washington Township High School
Box 153, R.F.D. 3
Sewell, NJ 08080
589-8500 (609)

Glenn E. Earl
County Career Education Coordinator
Gloucester County Office of Education
Tanyard and Salina Roads
Sewell, NJ 08080
468-6500 (609) or 451-8000 (609)

Grace V. Gandini
County Child Study Supervisor
Gloucester County Office of Education
Tanyard and Salina Roads
Sewell, NJ 08080
468-6500 (609)

Francine Grubb
Director of Special Needs for County Vocational School
Gloucester County Vocational School
Tanyard Road
Deptford Township, Box 196
Sewell, NJ 08080
468-1445 (609)

Dr. Rhymes Humphreys
Director of Special Services
Public Schools
Glassboro, NJ 08028
881-2290 (609)

Carlotta Johnson
Division of Vocational Rehabilitation Services
Department of Labor and Industry
81 Cooper Street
Woodbury, NJ 08096
848-5300 (609)

Thomas McLenigan
Regional Special Services
Herbert Building
Box 8, Blackwood Road
Sewell, NJ 08080
468-2015 (609)

Louis Sarandoulias
Private School Director
Y.A.L.E. Academy
St. Stephen's Lutheran Church
230 North Evergreen Avenue
Woodbury, NJ 08096
845-9256 (609)

Example Nine

Publicity Release Number One for Model Project in Gloucester County

Gloucester County is a trial site for a potential nationwide project aimed at ensuring that the vocational needs of handicapped students are met with effective interagency coordination, without duplication of services.

The project, Vocational Education Models for Linking Agencies Serving the Handicapped, is the brainchild of the Wisconsin Vocational Studies Center whose goal is to expedite the flow of information and technical assistance from Federal to State to local agencies which serve the handicapped. Gloucester County's sub-committee on the handicapped will draw advice from personnel in the fields of Vocational Education, Special Education, Vocational Rehabilitation, Guidance and Counseling and C.E.T.A. and ultimately hopes to involve such diverse groups as local United Way agencies, businessmen's associations, etc.

Of the 40 states participating in the project's first phase, New Jersey and two other states were selected to develop a linkage model among county and local agencies serving handicapped students; Gloucester and Middlesex Counties became the sites for refining working models of effective interagency coordination. The county sub-committees currently are identifying which students need services, which services already exist, where gaps in services develop, filling those gaps and eventually evaluating the entire service delivery system.

When the trial sites have completed their sharpening of services, the Project will provide various types of assistance aimed at improving services to handicapped students in other areas of the nation.

Example Ten

Publicity Release Number Two for Model Projects in Gloucester and Middlesex Counties

Effective delivery of vocational training services to handicapped students is the ultimate aim of a project now underway in Gloucester and Middlesex Counties in New Jersey. The project, Vocational Education Models for Linking Agencies Serving the Handicapped, provides resource and technical assistance to individual states in finding their way through the complexities of Federal programs and regulations addressing services to the handicapped, and in forming strategies for delivery of service through the State, County and local levels.

Three states including New Jersey are making test runs at linking agencies and coordinating services, identifying their populations of handicapped students needing training and eliminating duplication of services. Once working models of efficient service delivery are developed by the trial sites, the project can assist areas of the country in replicating a service delivery system that has been demonstrated effective.

The project is staffed by personnel of the Wisconsin Vocational Studies Center of the University of Wisconsin under a grant supplied by the U.S. Department of Education. In New Jersey the project is administratered through the Occupational Resources Center of the Educational Improvement Center-Central.

Example Eleven

Brochure Developed by Gloucester County Committee
Members Describing Vocational Services

If you have any further questions contact:

Gloucester County
Office of Education
or
Division of
Vocational Rehabilitation
Services

Note: This brochure does not include all agencies providing services to the handicapped. It is only a starting point to find vocational services for the handicapped.

cover design by linda sorrill, commercial art
layout and production by nancy bates, graphic communications
students of the gloucester county area vocational-technical school

Are You Looking For:

Vocational Services for the Handicapped in Gloucester County

Who Might Inquire?

School Age - 16 to 21 years old - children who, because of some physical, emotional, intellectual or social problem need the help of a special education program in order to learn to their fullest ability (as per N.J.S.A. 18A:46-1 et seq. and N.J.A.C. 6:28-1.1 et seq.)

Who do you contact

- high school counselor or teacher
- local school district
- Gloucester County Area Vocational-Technical School 468-1445
- Gloucester County Office of Education 468-6500

Services Provided

- career counseling and guidance
- vocational assessment
- job training
- job placement

Who is Eligible?

Out of School - any age - people of working age, having a mental or physical disability that is a substantial handicap to employment and who could benefit from services to make them able to work in a competitive or sheltered situation.

Who do you contact

- Division of Vocational Rehabilitation
  - — Local Office 848-5300
  - — Trenton 292-5987
- Commission for the Blind
  - — Local Office, Camden 757-2815
  - — Newark Office

Services Provided

- diagnostic services
- vocational assessment
- counseling and guidance
- medical services
- physical aids
- job training
- job placement & follow-up

Example Twelve

Letter of Invitation to Attend Statewide Workshop on Coordination of Vocational Services for the Handicapped

OCCUPATIONAL RESOURCE CENTER
Building 871, Plainfield Ave.
Edison, New Jersey 08817
(201) 985-7769

April 6, 1981

Dear Colleague:

Your name has been suggested as one who would be interested in participating in an invitational workshop on: Coordination of Vocational Services for the Handicapped scheduled for Tuesday, May 12, 1981 at the Rutgers University Busch Campus Center in Piscataway, New Jersey.

The focus of the workshop is to bring together persons from various disciplines and agencies representing a specific region to work in small groups on a plan that would encourage coordination and collaboration of vocational services for the handicapped in the region.

All participants will be assigned to small groups organized by Educational Improvement Center (E.I.C.) Regions.

The four E.I.C. Regions and the counties they cover are: Northeast: Bergen, Essex, Hudson, Union; Northwest: Hunterdon, Morris, Passaic, Somerset, Sussex, Warren; Central: Burlington, Mercer, Middlesex, Monmouth, Ocean; South: Camden, Cape May, Cumberland, Atlantic, Gloucester, Salem.

To facilitate the development of these plans we are asking each participant to complete a Pre-Conference Form on availability of services and return it with your pre-registration.

The pre-registration form and flyer on workshop, pre-conference form, and directions to Busch Campus are enclosed.

We are looking forward to your participation in this important conference on 'coordination of vocational services for the handicapped'.

Sincerely,

Priscilla R. Walsh
Program Manager-Edison

PRW/ek

Enclosure: May 12 W/S Brochure
Pre-conference

Example Twelve (contd.)

THE YEAR OF THE HANDICAPPED: WORKING TOGETHER TO IMPROVE OPPORTUNITIES

Pre-Conference Form*

County ______________

Region (EIC) ______________

Name of Participant ______________

Agency/Group Representing ______________

Position ______________

	A V A I L A B I L I T Y				
Services for the handicapped (list of ideas only)	Service provided by above named agency or group	Service provided by above named agency/group to other agencies/groups (please list names on back of sheet)	Above mentioned agency/group offers this service and would/could share with other agencies/groups	Clients/students in above agency/group receive services from another agency/group (please name)	Services needed for clients/students
personal counseling					
family counseling					
career counseling					
career exploration					
vocational training (if offered, please list program areas on back)					
vocational assessment					
work adjustment program					
work experience or co-op					
job placement					
on-the-job training					
faculty/staff inservice training					
employer sensitization					
public awareness					
others (please list)					

COORDINATION OF VOCATIONAL SERVICES
FOR THE HANDICAPPED

TUESDAY - MAY 12, 1981

REGISTRATION REQUEST-
PLEASE PRINT OR TYPE

Name ______________________________

Home Address ______________________________

City/Town ____________________ Zip __________

Phone (Home) ____________________ (Bus.) __________

School/Bus. Address ______________________________

____

Position ______________________________

☐ Attached is my check, P.O. or money order in the amount of $ 5.00.

Make payable to NJORC-EIC/C.

Mail to:
Mrs. Priscilla R. Walsh,
Program Manager, Edison

N.J. Occupational/Consumer
Resource Center (EIC-C's
Edison Program)
Bldg. 871 - Plainfield Avenue
Edison, New Jersey 08817

Registration requests will be accepted in order in which they are received. Attendance will be limited to 100 persons. Pre-registration deadline is May 5 1981.

(EIC/C S EDISON PROGRAM)
BLDG. 871 - PLAINFIELD AVENUE
EDISON, N.J. 08817

INVITATIONAL WORKSHOP

COORDINATION OF VOCATIONAL SERVICES FOR THE HANDICAPPED

'WORKING TOGETHER TO IMPROVE OPPORTUNITIES'

TUESDAY, MAY 12, 1981

RUTGERS UNIVERSITY
BUSCH CAMPUS CENTER
PISCATAWAY, N.J.

AGENDA OVERVIEW

9:00 a.m. Registration & Coffee
9:30 a.m. Introduction and Welcoming Remarks
- Harold Seltzer, Division of Vocational Education and Career Preparation, N.J. Department of Education.
- James Richardson, Division of School Programs, Bureau of Special Education, N.J. Department of Education.
- George Chizmadia, Division of Vocational Rehabilitation.
- Richard Smith, Governor's Grants-CETA, N.J. Department of Labor and Industry.

10:00 a.m. "An Alternative Approach to Linkage Models"
- A. Rittmaster, President, Association for the Advancement of the Mentally Handicapped.

10:30 a.m. "The New Jersey Model Linkage Project"
- Ina White, Project Coordinator.

11:00 a.m. Organization and Charge to Small Groups
11:20 a.m. Small Group Work Sessions

12:00 Buffet Luncheon Presentation: "International Year of the Disabled Person"

1:30 p.m. Small Group Work Sessions
2:30 p.m. Summary Reports

REGISTRATION INFORMATION

To register for the conference, please complete the pre-registration form and return it with your check, P.O. or money order for $ 5.00 (made out to the NJORC-EIC/C) to:

Mrs. Priscilla R. Walsh
Program Manager-Edison
N.J. Occupational/Consumer Resource Center
Bldg. 871-Plainfield Avenue
Edison, New Jersey 08817
(201) 985-7769

Deadline for registration is May 5, 1981

DIRECTIONS TO BUSCH CAMPUS CENTER

FROM N.Y. & NO. JERSEY

N.J. Turnpike South to Exit 10, Take 287 No. to the Rt. 18 Exit. Follow blue signs to Rutgers Athletic Center. Rt. 18 East to 4th traffic light (Metlars Lane). Make left to next traffic light (Davidson Rd.) Pass Admin. Serv. Bldg. make left at Bartholomew Rd. On your right pass the bank, next is the parking lot for the Center, then the Busch Campus Center.

FROM MORRISTOWN, SOMERVILLE AREA

Take 287 So. to the Rt. 18 Exit and proceed as above

FROM SO. JERSEY & PENNA.

N.J. Turnpike No. to Exit 9. Follow Rt. 18 West towards New Brunswick across Albany St. Bridge. Take your immediate left still following Rt. 18 West (River Rd.) Go to 2nd traffic light (Metlars Lane) make right to next traffic light (Davidson Rd.) and proceed as above.

CONFERENCE HIGHLIGHTS

Purpose:

- To present participants with models demonstrating coordination of services for the handicapped and to have participants develop models for linking agencies serving the handicapped at the county/regional level.

SPONSORSHIP

This conference is being co-sponsored by the New Jersey Association of Vocational Education Special Needs Personnel; N.J. Occupational/Consumer Resource Center (ECI/C's Edison Program); and the N.J. Department of Education, Division of Vocational Education and Career Preparation, Bureau of Special Programs.

CHAPTER 11

The Virginia Interagency Linkage Model

Lloyd W. Tindall, Vance Horne, Doris DeVries, Howard Green,
Patricia White, McKinley Tucker

INTRODUCTION

The Virginia Model for Linking Agencies Serving Handicapped Students is based on an interagency agreement between vocational education, special education and vocational rehabilitative services (see following page). Each State agency has a committee which develops a list of available services and needs. Formal written agreements were developed between the Department of Education and the Department of Rehabilitative Services in three areas: 1) Vocational Education, 2) Special Education, and 3) Rehabilitative Services. The roles of each agency are defined in the cooperative agreements (See Example 13). These cooperative agreements are reviewed and updated annually.

Prior to 1978, Virginia was actively involved in coordinating interagency efforts for serving the handicapped among the various State agencies. Interagency efforts were reviewed in regards to the effect of legislation, the available services and the organizational structure of the State agencies. The Virginia Model Linkage Agreement between the Departments of Education and Rehabilitative Services was first introduced at six regional meetings in February of 1979. These meetings presented an opportunity to provide direction to the localities and discuss State concerns. A plan of action was developed to facilitate increased communications between the agencies providing services to the handicapped. Preceding these regional meetings, the State representatives attended a national workshop on "Co-operative Planning for the Handicapped," which addressed increasing vocational services for handicapped individuals.

In the Spring of 1980, Virginia was selected as one of three States which would serve as Model States in the U.S. Department of Education Project contracted with the Wisconsin Vocational Studies Center. The Virginia Model for Linking Agencies Serving Handicapped Students is based on the State level interagency service agreement between the Department of Education (Division of Vocational Education and Special Education) and the Department of Rehabilitative Services. The provisions of the agreement identify the services and responsibilities of each agency.

MODEL FOR LINKING AGENCIES SERVING HANDICAPPED STUDENTS IN VIRGINIA

I. Develop and/or revise interagency agreement between vocational education, special education and vocational rehabilitative services.

   A. Each State agency should have a committee to develop a list of available services.

   B. Available services should be reviewed by the appropriate agency advisory committee.

   C. The agreements will be signed by the head of eacy agency.

II. Through random sampling of local school divisions to assess what are the needs for serving handicapped students.

III. Development of goals and objectives and identify the responsibilities of each agency.

   A. Utilization of a task force with representation from special education, vocational education and rehabilitation services to develop goals and objectives which addresses the identified needs and agency responsibilities.

   B. Review and revise, where needed, with appropriate State staff a system for effectively delivering services to localities.

IV. A Statewide delivery system to localities.

   A. Regional meeting

      1. Representatives/participants

         a. Vocational educational administrators
         b. School counselors
         c. Special education administrators
         d. Rehabilitative services counselors

      2. Localities in each region

         a. Planning districts 20, 21, and 22 (Norfolk, Virginia)
         b. Planning districts 14, 15, 18, and 19 (Richmond, Virginia)
         c. Planning districts 8, 9, 16, and 17 (Woodbridge, Virginia)
         d. Planning districts 6, 7, and 10 (Fisherville, Virginia)
         e. Planning districts 5, 11, 12, and 13 (Lynchburg, Virginia)
         f. Planning districts 1, 2, 3, and 4 (Marion, Virginia)

      3. Purpose - To facilitate the delivery of appropriate comprehensive career, vocational, special education and rehabilitation services to the secondary and post secondary handicapped individuals.

        a. Clarify and review the policy of State programs in respect to collaborative planning for delivery of special education, vocational education and vocational rehabilitation services.
        b. Identify concerns and problems related to the delivery of comprehensive services and discuss possible resolutions.
        c. Present a model for developing interagency cooperative agreements at the local level.
        d. Assists local representatives in the initial steps for development or refinement of cooperative agreements.
        e. Complete a timeline for completion and implementation of the interagency agreements.

    4. Local agreement development

        a. Appoint local task force with representation from vocational education administrators, school counselors, special education administrators, rehabilitative services counselors.
        b. Develop local agreements.
        c. Submit to appropriate State agency.

V. Annual revision of agreements showing continuing services.

VI. Evaluation and Follow-up

    A. Three to five years after students have completed the vocational programs in the area for which they were trained. (Use vocational education follow-up instrument).

The State Linkage Team Leader is the Supervisor of Vocational Education, Special Programs, Disadvantaged and Handicapped Projects. Other team members represent the Department of Rehabilitative Services, Division of Special Education, Guidance and other areas as needed. (See Example 14 for list of State level team members.) This team developed the Virginia Model, initiated the cooperative agreements and is responsible for the implementation of the Virginia Linkage Model. The State level team meets on a regular basis to work on implementation activities and to make the appropriate improvements in the delivery of the model to local areas.

The State Linkage Team conducted a random sampling of local school divisions to assess the needs of handicapped students. These identified needs and prospective solutions are incorporated into the agreements. Upon completion of the interagency agreements and model development, implementation began at the local level.

LOCAL LEVEL IMPLEMENTATION

The ultimate objective of the State Linkage Team is to have each local educational agency form their own local linkage team for the purpose of improving vocational education services to handicapped students. A start toward this goal was the selection of four local education agencies to pilot the State Model. The vocational directors in each of the four Local Education Agency (LEA) areas volunteered to serve as local team leaders. (See example for list of local level team members.) These local team leaders work cooperatively with special education and guidance personnel to implement the local interagency linkage plan. The local plan compliments the State Interagency Linkage Plan and is informal in nature.

A formal agreement was made between the local education agency and the Department of Rehabilitative Services. The purpose of the linkage agreement is to provide the appropriate services to handicapped students enrolled in the LEA. The agreement delineates the services provided by each agency.

A member of the State Linkage Team works with the local vocational director in developing the local model. In addition, a workshop was held for linkage team personnel from all four local education agencies. The purpose of the workshop was to share ideas and develop implementation strategies. The long range goal is to utilize the four LEA's to improve the linkage process and then implement the local model on a State-wide basis. Copies of the Greensville County and the Lynchburg Public Schools linkage agreements with the Department of Rehabilitative Services are found in Examples 16 and 17.

SUPERINTENDENTS IEP MEMO

In early 1981, the Virginia Superintendent of Public Instruction and the Assistant Superintendent for Curriculum and Instruction issued a Regulatory Memorandum regarding the role of vocational educators in the development of the Individualized Education Program (IEP) for handicapped students (Example 18). This memorandum states that the IEP Committee for any handicapped student whose educational program may or does include a vocational offering, shall involve a vocational educator. This requirement applies to handicapped students identified as eligible for special education services. Carrying out this directive assures that vocational educators will be involved in the IEP and encourages the cooperation of vocational and special educators.

PRELIMINARY EVALUATION OF THE VIRGINIA MODEL

Strong Points of the Virginia Interagency Linkage Model

Over a period of two to three years an interagency linkage model has been formalized among the major agencies at the State level. As a result of the formal State level and local level agreements, many informal linkages have also materialized. It is apparent that effective interagency linkages develop over a period of time. At this point in time the strong points of the Virginia Interagency Linkage Model were identified. Their points are listed as the following:

1. A State Linkage Team has been formed and is operational and the areas of vocational and special education, rehabilitation and guidance work as a team.

2. Formal interagency agreements have been developed at the State level and activities to implement at the local level are under way.
3. Four local teams are utilizing the State Linkage Model.
4. A plan for State-wide implementation is under development.
5. A more comprehensive educational plan is available to handicapped students as a result of the cooperative efforts among the participating agencies.
6. Handicapped students are identified earlier and a smoother transfer into rehabilitation and vocational programs is expected.
7. The linkage facilitates a continuous comprehensive service to handicapped students.

Some Unresolved Problems and Questions

Some problems and questions about the Virginia Model exist and are a challenge to the linkage team at the State and local level. An advantage of a cooperating State level team is that a system for addressing problems is in operation and the process for solving problems is available. Some specific problems are listed below:

1. A need to coordinate the Individualized Written Rehabilitation Program (IWRP) and IEP.
2. Some negative attitudes and misconceptions on the part of some teachers and administrators.
3. Does the local level linkage team serve handicapped students who are not eligible for Department of Rehabilitative services?
4. How will the linkage agreements be evaluated and what criteria will be used to determine if the linkage activities were successful?

The Role of the State Team Leader

The State team leader will:

1. Explain policies and procedures.
2. Communicate the linkage team activities to the Administrative Director of Vocational Education.
3. Work with local team leaders as to his responsibilities to the local team.

4. Develop and/or revises State interagency agreements between vocational education, special education and vocational rehabilitative services.
5. Call all state meetings, develop the agenda and see that all goals and/or objectives are met.
6. Communicate information at all levels; state, regional and local.

The Role of the Local Team Leader

The Local Team Leader will:

1. Call all local meetings of team members including teachers of special and vocational education, guidance person, supervisor of special education and representatives of rehabilitative services.
2. Preside over meetings.
3. Make resource material available for team.
4. Secure consultants and other professional personnel.
5. Send summary of meetings to all team members.
6. Act as liaison between local and state teams.
7. Be responsible for writing agreement using input from local team members.
8. Make presentation to local school board for approval.
9. Make information about agreement available to community using all available news media.
10. Monitor use of agreement for evaluative purposes.
11. Review agreement and make plans to update as needed.

FUTURE DIRECTIONS AND DEVELOPMENTS

The future direction of the cooperative interagency efforts in Virginia will be to expand the models for cooperatively improving the vocational education services for handicapped individuals in Virginia. This will be accomplished by increasing the number of model school divisions and encouraging surrounding counties to implement a similar plan of interagency cooperation. The state team will also conduct regional meetings to update local supervisors on issues related to developing effective interagency agreements. These activities and a continuation of the efforts previously established should insure an effective degree of interagency cooperation between the Department of Education and the Department of Rehabilitative Services.

OVERVIEW OF THE MODEL DEVELOPMENT PROCESS

A record of the interagency communications which took place as the Virginia Model was being developed and implemented can be found in Examples 19 through 35. These examples provide the reader with an insight into the necessity of maintaining open communication among team members and to the need for continual progress toward the teams objectives.

Example Thirteen

Proposed FY 81
Interagency Service Agreement
Between
The Department of Rehabilitative Services
The Department of Education

The Division of Vocational Education agrees to:

1. Provide needed consultation to assure the initiation of cooperative education programs for handicapped students involved in local school divisions, other state agencies and institutions in accordance with the Virginia Vocational Education State Plan and the Vocational Education Amendments of 1976, (P.L. 94-482).

2. Provide consultative services to local school divisions, other state agencies and institutions to assure initial placement and maintenance of eligible handicapped students in regular vocational education programs.

3. Reimburse local school divisions, other state agencies and institutions for approved vocational education programs for handicapped students in accordance with procedures prescribed by the Board of Education.

4. Cooperate with the Division of Special Education and the Department of Rehabilitative Services in the determination of special vocational education programs for the handicapped eligible for special funding.

5. Determine the eligibility of applicants to be employed as teachers providing vocational education programs for handicapped students.

6. Cooperate with the Division of Special Education and the Department of Rehabilitative Services in the development of guidelines and procedures for the implementation of this interagency agreement.

7. Plan and implement with the Division of Special Education and the Department of Rehabilitative Services an in-service training program on the implementation of this interagency agreement at the local level.

8. Cooperate with the Division of Special Education and the Department of Rehabilitative Services in the determination of in-service training needs of local school divisions and State personnel in the provision of appropriate education services for handicapped students in the least restrictive environment.

9. Assist the Division of Special Education in the approval of private schools providing vocational education training for handicapped students.

Example Thirteen (contd.)

10. Reimburse Woodrow Wilson Rehabilitation Center for vocational education teachers employed to provide instruction for handicapped students participating in vocational education programs.

11. Develop policy and guidelines to insure the provision of vocational education/vocational rehabilitation services to handicapped students in the least restrictive environment at the local level.

12. Develop policy and guidelines to insure the cooperative participation of appropriate vocational education, special education and vocational rehabilitation personnel in the development and implementation of IEP's/IWRP's for special education students.

13. Cooperate with the Department of Rehabilitative Services in the development of policy and guidelines to facilitate the provision of vocational assessment services to handicapped students.

Example Thirteen (contd.)

The Division of Special Education agrees to:

1. Provide needed consultation to assure the initiation of cooperative education programs in local school divisions, state schools and institutions serving handicapped students in vocational education programs according to P.L. 94-142 and P.L. 94-482.
2. Provide consultative services to local school divisions, state schools and institutions to maintain appropriately placed handicapped children in regular vocational education programs.
3. Provide financial assistance to local school divisions for jointly approved cooperative vocational education programs for handicapped students. Reimburse local school divisions, state schools and institutions in accordance with procedures prescribed by the Board of Education.
4. Cooperate with the Division of Vocational Education and the Department of Rehabilitative Services in the determination of special vocational education programs for the handicapped eligible for special funding.
5. Cooperate with the Division of Vocational Education and the Department of Rehabilitative Services in the development of guidelines and procedures for the implementation of this interagency agreement.
6. Plan and implement with the Division of Vocational Education and the Department of Rehabilitative Services, an inservice training program on the implementation of this interagency agreement.
7. Cooperate with the Division of Vocational Education and the Department of Rehabilitative Services in the determination of inservice training needs of local school divisions and state personnel in the provision of appropriate education services for handicapped students in the least restrictive environment.
8. Approve, in cooperation with the Division of Vocational Education, private schools providing vocational education programs for the handicapped.
9. Reimburse Woodrow Wilson Rehabilitation Center for special education teachers employed to provide instruction for handicapped students participating in vocational education programs.
10. Develop policy and guidelines to insure the provision of vocational education and vocational rehabilitation services to handicapped students in the least restrictive environment.

Example Thirteen (contd.)

11. Develop policy and guidelines to assure the cooperative participation of appropriate special education, vocational education, and vocational rehabilitation personnel in the development and implementation of IEPs/IWRPs for special education students.

12. Cooperate with the Department of Rehabilitative Services in developing policy and guidelines to facilitate the provision of vocational assessment services to handicapped.

13. Determine and refer eligible school age individuals 16 years of age and above for vocational rehabilitation services. The primary Special Education student population targeted for referral to DRS are:
    - students anticipated to be within one year to eighteen months of completion of their planned public education program.
    - students, particularly severely/multiple handicapped individuals, in need of ancillary vocational rehabilitation services in support of their educational/vocational training program.

Example Thirteen (contd.)

The Department of Rehabilitative Services agrees to:

1. Provide needed consultation for development and maintenance of cooperative education programs in local school divisions, State schools, and institutions serving handicapped students in vocational education programs, (mandates).

2. Provide consultative services to local school divisions, State schools, and institutions to maintain appropriately placed handicapped children in regular vocational education programs.

3. Cooperate with the Division of Special Education and Vocational Education in the approval of special vocational education programs for handicapped students.

4. Cooperate with the Department of Education in the development of guidelines and procedures for the implementation of this interagency agreement.

5. Plan and implement with the Divisions of Vocational Education and Special Education an in-service education program for State and local personnel on the implementation of this interagency agreement on the local level.

6. Cooperate with the Division of Vocational Education and the Division of Special Education Services in the determination of inservice training needs of local school divisions and state personnel in the provisions of appropriate education services for handicapped students in the least restrictive environment.

7. Provide vocational rehabilitation services at the Woodrow Wilson Rehabilitation Center on a joint funding basis between DRS and local school divisions. These services will be considered primarily for those special education eligible student/clients in need of a comprehensive residential rehabilitation program and for whom services are not available in their home community.

8. Develop policy and guidelines to insure the utilization of the least restrictive environment in the provision of vocational education/vocational rehabilitation services to special education students determined eligible for VR services.

9. Develop policy and guidelines to insure the cooperative participation of appropriate special education, vocational education, and vocational rehabilitation personnel in the development and implementation of IEPs/IWRPs for special education students determined eligible for VR services.

Example Thirteen (contd.)

10. Develop policy and guidelines to facilitate the provision of vocational assessment services to special education students with an identified need for these services.

11. Determine the eligibility of school age individuals 16 years of age and above referred by educational agencies for vocational rehabilitation services. The primary Special Education student population targeted for referral to DRS are:

    - student anticipated to be within one year to eighteen months of completion of their planned public education program.
    - students, particularly severely/multiple handicapped individuals, in need of ancillary vocational rehabilitation services in support of their educational training program.

12. Provide vocational rehabilitation services for those handicapped school age persons found eligible. Services will be provided in line with current DRS policy on services to school age persons. Services will be provided in line on DRS Order of Selection Criteria.

Example Fourteen

VIRGINIA MODEL TEAM - STATE LEVEL

Team Leader

Mr. Vance M. Horne, Supervisor
Special Programs
Disadvantaged/Handicapped
Division of Vocational Education
P.O. Box 6Q
Richmond, VA 23216
PHONE: (804) 225-2080

Ms. Doris DeVries
Assistant Supervisor
Special Programs
Disadvantaged/Handicapped
Division of Vocational Education
Department of Education
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Dr. O. Pauline Anderson
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Tony Faina, Supervisor
Private School Approval
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Administration and Finance
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Example Fifteen

VIRGINIA MODEL TEAM - LOCAL LEVEL

Team Leader - Albemarle County

Howard Collins, Director
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Charlottesville, VA 22901

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Rehabilitative Services
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Team Leader - Richmond City

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Director of Vocational Education
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Robert L. Maughan
Program Supervisor
Department of Rehabilitative Services
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Richmond, VA

Dr. James W. Tyler
Associate Superintendent, Administration
Richmond City Public Schools
301 N. 9th Street
Richmond, VA 23219

Dr. George McClary
Director of Pupil Personnel
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Team Leader - Lynchburg City

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Example Fifteen (contd.)

Team Leader - Greensville County

McKinley R. Tucker
Director of Vocational Education
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Willie A. Curley, Jr.
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Joseph Jones
Coordinator, Federal Programs
Greensville County Public Schools
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Emporia, VA 23847

Example Sixteen

AGREEMENT OF COOPERATION
between
THE DEPARTMENT OF REHABILITATIVE SERVICES
and the
GREENSVILLE COUNTY PUBLIC SCHOOLS
Emporia, VA 23847
1981-82

I. PARTIES

The parties of this agreement are the Greensville County Public Schools herinafter referred to as the SCHOOL SYSTEM and the Department of Rehabilitative Services, hereinafter referred to as the DEPARTMENT.

II. AUTHORITY

Federal Law (P.L. 93-112, as amended Section 1361.11 and Section 136.131) Code of Virginia; Chapter 15.1 Section 22-330.1 through 22-30.11 Virginia Department of Rehabilitative Services Annual State Plan other appropriate laws and documents (Federal and State).

III. PURPOSE

The purpose of this agreement is to continue providing appropriate vocational rehabilitation services to disabled students enrolled in the School System who meet the eligibility requirements of the Department. The agreement delineates the services that will be provided by each agency and the types of services that are needed in the local school area. The mechanics of operations will be discussed in the agreement to enhance the success of cooperation between the two agencies.

IV. SERVICES NEEDED FOR DISABLED STUDENTS

A. Services Needed by ALL Disabled Students

1. Counseling services (to include parent/family, staff, and community counseling).
2. Work adjustment training (to include job readiness and social skill training).
3. Appropriate vocational training options (to include modification of existing training models).
4. Transportation of community based work training sites.
5. Job development, placement, and follow-up services.
6. To develop a Community Job Bank.
7. Service options for early leavers.

B. Services Needed by Special Categories of Handicapped Students

1. Trainable Mentally Retarded

   a. Appropriate assessment techniques including psychologicals, sociologicals, educational, and physical.

   b. Additional sheltered and non-sheltered employment positions.

2. Physically Handicapped

   a. Modification of community barriers (to include barriers to public transportation).

   b. Early referral to DRS services.

   c. Physical restoration.

V. MECHANICS OF OPERATION AND SERVICES PROVIDED

A. The School SYSTEM Will:

1. Guidance counselors at Jr. and Sr. High Schools will serve as designees for general education.
2. The Special Education Supervisor will serve as one contact person for all special education students.
3. Meetings between DRS representative will be established as needed.
4. Provide space for counseling sessions between DRS and a client.
5. Provide initial contact with family and student (letter, telephone, etc.).
6. Arrange initial meeting between DRS and parent/guardian or student if appropriate.
7. Provide general information to community regarding DRS.
8. Provide appropriate psychological, social, educational, speech, and specific medical assessment in accordance with student's IEP.
9. Provide academic, pre-vocational, and vocational instructions.
10. Develop work study opportunities for certain special education students who qualify for Educable Mentally Retarded Resource Model Program.
11. Provide counseling for academic, personal and vocational adjustment for special education students.

B. The Department of Rehabilitative Services Will: (note -- when DRS funds are to be used the Priority of Selection Criteria currently in effect will apply).

1. Once introduced to parent or guardian, obtain release of information signature.

2. Respond promptly when referrals from school systems are made.
3. Provide feed-back to the school contact regarding services rendered to each client.
4. Provide in-put in the development of IEP's and IWRP's if needed for each special education student/ DRS client.
5. Provide the school system with a copy of the IWRP developed for each client who is a school age student.
6. Provide services when deemed appropriate by both DRS and the school contact as determined on an individual basis; that is, although the majority of clients will be seniors or entering their senior year, instances will occur when it is expected the DRS will provide services prior to the senior year (in any case, DRS involvement will not be prior to age 16).
7. Provide vocational evaluations for special education students eligible for rehabilitative services when these services are not available through the school system.
8. Provide vocational counseling and guidance.
9. Provide job development and job placement in concert with the school system.
10. Provide physical and mental restoration.
11. Provide work study support, occupational tools and transportation to job training sites.
12. Provide post employment services.
13. Provide transportation for vocational rehabilitation services.
14. Provide full range VR services once student has terminated or graduated from the school system.

VI. PROGRAM AND SERVICES FOR GENERAL EDUCATION STUDENTS

A. The School System Will:

1. Prepare students for post school training and placement.
2. Provide counseling and other programs to help keep the individual in the school system.

B. The Department Will:

1. Provide appropriate services for individuals eligible for rehabilitative services who are handicapped but not eligible for special education which includes:

a. Diagnostic information.

b. Vocational guidance and counseling.

c. Vocational testing.

d. Physical and mental restoration.

e. Work adjustment and vocational training.

f. Job development and placement.

g. Post employment services and any other appropriate rehabilitative services which would help the individual become employable.

VII. IN-SERVICE TRAINING

It is very important that the SCHOOL SYSTEM and the DEPARTMENT both learn how the services that are available and the operational procedures should be followed for each agency. There should be annual in-service training workshop to enhance the coordination and cooperation between the two agencies.

A. The DEPARTMENT Will:

1. Include as part of their in-service training to schools:
    a. Information concerning work adjustment techniques.
    b. Criteria for acceptance of a client for rehabilitative services.
    c. Types of services available.
    d. Mechanics of referral process.
    e. The IWRP.

B. The school will provide to the department staff information to include:

1. Services provided by Greensville County Public Schools.
2. Time line for providing services.
3. IEP (Individual Educational Program).
4. Diversity of school settings.
5. Greensville County Public School Organization

VIII. SUMMARY

This agreement is set forth to provide information to both the rehabilitative services staff and the Greensville County Public Schools concerning operations of each agency and procedures that should be followed in accepting referrals, and providing services to clients eligible for special education and vocational rehabilitation. It also gives us staff guidance in how we should operate on a day-to-day basis.

Example Sixteen (contd.)

X. TERMINATION

This condition may be terminated for cause by either party hereto and the contract shall automatically terminate in the event program funds are withheld or are not available in any manner beyond the control of involved agencies; or in the event of a reduction of funding of either agency, a service may be modified, curtailed, or terminated upon sixty days written notice to the cooperating agency.

This contract becomes effective July 1, 1981, and will terminate June 30, 1982, subject to renewal with or without amendments. This contract will be reviewed and evaluated annually and may be amended by mutual consent of parties concerned in accordance with the contract's aforementioned conditions.

This contract is made in duplicate, each of the parties hereto bearing a copy thereof which copies shall be deemed an original.

SIGNATURE: ______________________________ DATE: ____________________
Regional Director, DRS

SIGNATURE: ______________________________ DATE: ____________________
Sup't of Greensville Co. Schools

Example Seventeen

LINKAGE AGREEMENT
BETWEEN
THE DEPARTMENT OF REHABILITATIVE SERVICES
AND THE
LYNCHBURG PUBLIC SCHOOLS

I. PARTIES

The parties of this linkage agreement are the Lynchburg Public Schools, hereinafter referred to as the SCHOOL SYSTEM and the Department of Rehabilitative Services, hereinafter referred to as the DEPARTMENT.

II. AUTHORITY

Federal Law (P.L. 93-112, as amended, Section 1361.11 and Section 1361.131); Code of Virginia, Chapter 15.1, Section 22-230.1 through 22-330.11; Virginia Department of Rehabilitative Services Annual State Plan; and other appropriate laws and documents (Federal and State).

III. PURPOSE

The purpose of the linkage agreement is to provide appropriate rehabilitative services to disabled students enrolled in the Lynchburg Public Schools who meet the eligibility requirements of the Department of Rehabilitative Services. The agreement delineates the services that will be provided by each agency and the types of services that are needed in the local school area. The mechanics of operations will be discussed in the agreement to enhance the success of cooperation between the two agencies.

IV. SERVICES NEEDED FOR DISABLED STUDENTS

A. Services Needed by All Disabled Students

1. Counseling
2. Job entry skills training (classroom)
3. Work adjustment training
4. Vocational training
5. Transportation to community based work training sites
6. Job development, placement, and follow-up services
7. Service options for students terminating school training prior to graduation

8. Vocational evaluation
9. Job survey data for matching students to local employment opportunities
10. Curriculum development (basic life/survival skills)

B. Additional Needs of Special Categories of Handicapped Students

1. Trainable mentally retarded
    - a. Additional sheltered and non-sheltered employment positions
    - b. Work activity training
    - c. Counseling and support services for family members
    - d. Group home or other supervised housing
2. Physically Handicapped
    - a. Modification of community barriers
    - b. Early referral to Department of Rehabilitative Services
    - c. Physical restoration

V. MECHANICS OF OPERATION AND SERVICES PROVIDED

A. The School System Will:

1. Identify a contact person (Director of Guidance, Secondary Schools) for general education and all special education programs.
2. Provide initial contact with family and student.
3. Arrange initial meeting between Department of Rehabilitative Services and parent/guardian or student as appropriate.
4. Provide general information to community regarding Department of Rehabilitative Services.
5. Provide appropriate psychological, educational, socio/cultural speech, and specific medical assessment.
6. Provide academic training.
7. Provide pre-vocational, work adjustment, and vocational instruction
8. Provide counseling for academic, personal, and vocational adjustment to special education students.
9. Distribute the Department of Rehabilitative Services School Survey form to the Guidance Director of each high school to give to each member of the senior class as deemed appropriate.

B. The Department of Rehabilitative Services Will:

1. Once introduced to parent or guardian, initiate referral process.
2. Establish a regularly scheduled monthly meeting with each school being served or as needed.
3. Provide feedback to the school contact regarding services rendered to each client.
4. Make every effort to maintain counselor loads as established during the summer of each year, such that counselor assignments do not shift during the school year.
5. Provide input in the development of Individualized Education Programs (IEP) and Individualized Written Rehabilitation Programs (IWRP) for each special education student/DRS client.
6. Provide the school system with a copy of the IWRP developed for each client who is a school age student.
7. As appropriate, certify eligibility for the Targeted Jobs Tax Credit Program (TJTC).
8. Provide services when deemed appropriate by both DRS and the school contact as determined on an individual basis; that is, although the majority of clients will be seniors or entering their senior year, instances will occur when it is expected that DRS will provide services prior to the senior year (in any case, DRS involvement will rarely be prior to age 16).
9. Provide vocational evaluations for special education students eligible for rehabilitative services when these services are not available through the school system.
10. Provide vocational counseling and guidance.
11. Provide job development and job placement in concert with the school system.
12. Provide physical and mental restoration.
13. Provide work study support, occupational tools, and transportation to job training sites.
14. Provide post employment services.
15. Provide transportation for rehabilitative services.
16. Provide full range rehabilitative services once student has completed a prescribed curriculum or graduate from the school system.
17. Survey the senior class utilizing the survey form when appropriate.

VI. PROGRAM AND SERVICES FOR GENERAL EDUCATION STUDENTS

A. The School System Will:

1. Prepare students for post school training and placement.
2. Provide counseling and other programs to help keep the individual in the school system.
3. Distribute the DRS High School Survey form to each member of the senior class when requested.

B. The Department Will:

1. Provide appropriate services for individuals eligible for rehabilitative services who are handicapped but not eligible for special education which includes the following:
    a. Diagnostic information
    b. Vocational guidance and counseling
    c. Vocational testing
    d. Physical and mental restoration
    e. Work adjustment and vocational training
    f. Job development and placement
    g. Post employment services and any other appropriate rehabilitative services which would help the individual become employable.

VII. IN-SERVICE TRAINING

It is important that the SCHOOL SYSTEM and the DEPARTMENT be familiar with the services available and the operational procedures used by each agency. In-service training workshops will be conducted for appropriate staff from both agencies as needed to accomplish this goal.

A. The Department Will:

1. Include as part of their in-service training to the schools:
    a. Criteria for acceptance of a client for rehabilitative services.
    b. Types of services available.
    c. Mechanics of referral process.
    d. The IWRP. (Individualized Written Rehabilitation Program)
    e. Arrange visitations to training facilities such as Woodrow Wilson Rehabilitation Center, Sheltered Workshop of Lynchburg, etc. as requested.

B. The School will Provide to the Department Staff Information to Include:

1. Services provided by Lynchburg Public Schools.
2. Time line for providing services.
3. The IEP. (Individualized Education Program)
4. Diversity of school setting.
5. Lynchburg Public School organizational structure.

VIII. SUMMARY

This linkage agreement is set forth to provide information to both the rehabilitative services staff and the Lynchburg Public Schools concerning operations of each agency and procedures that should be followed in accepting referrals and providing services to clients eligible for special education and rehabilitative services. It provides us with specific operational procedures for unified service delivery.

IX. TERMINATION

The conditions of this linkage agreement may be terminated for cause by either party hereto, and the agreement shall automatically terminate in the event program funds are withheld or are not available in any manner beyond the control of agencies involved; or in the event of a reduction of funding of either agency, a service may be modified, curtailed or terminated upon sixty days' written notice to the cooperating agency.

I. PROGRESS IN LINKAGE MODEL IMPLEMENTATION

Since the Linkage Model was formally developed for the 1979-80 school year, considerable progress has been made. There has always been a good relationship between the Department of Rehabilitative Services and the Lynchburg Public Schools, but the formalization of this model has provided a system whereby those less personally familiar with available services can make needed contacts.

II. PRESENT STATUS OF THE LINKAGE PLANS

The model is in operation at this time, has been mutually agreed upon, and signed by local agency heads. The model has been distributed to school and agency personnel and is included in the Annual Six-Year Plan. It is annually reviewed and revised to reflect needs determined by each agency.

III. SUCCESSES OF THE LINKAGE MODEL

The agreement has provided each agency with a greater sphere of knowledge and access to consultative resources. By including consultative information from DRS, the LPS is able to plan a more comprehensive future for students currently in S.E. programs, expanding educational alternatives, and developing vocational goals.

DRS is able to identify clients earlier, monitor their school progress, plan appropriate school experiences, facilitate smooth transfers into the DRS program, and future employment.

The Linkage allows continuous, comprehensive services to students/clients and exposure of LPS personnel to ideas.

IV. UNRESOLVED PROBLEMS IN THE LINKAGE MODEL

1. Various educational planning conflicts internal within the school system.
2. Some negatively prevailing attitudes and misconceptions on the part of teachers and administrators.

V. FAILURES OF THE LINKAGE MODEL

None

VI. RECOMMENDATIONS FOR MODEL IMPROVEMENT OR FUTURE ACTIVITIES

1. Inservices for information sharing and attitude change for teachers and administrators.
2. Strong consideration should be directed toward including a vocational assessment as a standard component for certain children being staffed---could be informal but formulated with specific training in that regard and/or with consultation from the DRS evaluator.
3. Expansion of vocational education programs---not as much now in variety but in quantity and quality of already existing programs for availability to the "special student".

Example Eighteen

Memo Describing the Role of Vocational Educators in the Development of the IEP for Certain Handicapped Students

Commonwealth of Virginia
Department of Education
Richmond, Virginia 23216

SUPTS MEMO NO. 5
January 13, 1981
Amended May 7, 1981

REGULATORY

TO: Division Superintendents

FROM: S. John Davis, Superintendent of Public Instruction

Carl L. Riehm, Assistant Superintendent for Curriculum and Instruction

SUBJECT: Role of Vocational Educators in the Development of the IEP for Certain Handicapped Students.

The role of local vocational education personnel in the development of Individualized Education Program for handicapped students has evolved as a major concern for both special and vocational education.

The State Board of Vocational Education adopted requirements for the use of vocational funds in the Virginia State Plan for Vocational Education, Administrative Provision, 1978-82, (section 4.12 FY1978-41). The Administrative Provision states, "If vocational funds are to be utilized, the local agency shall involve a local vocational educator qualified to supervise or provide vocational education" in the development of the IEP. Thus, the composition of the IEP committee for any handicapped student whose educational program may or does include a vocational offering, shall involve a vocational educator.

This requirement applies to handicapped students identified as eligible for Special Education Services. However, students with obvious disabilities, e.g. amputees, paraplegics etc., may not be in need of special education and therefore, are not required to have an IEP. Local authorities need to be mindful of the requirements of the Rehabilitation Act of 1973, specifically section 504, as it applies to these students.

The Department of Education suggests that school divisions consider establishing procedures for the inclusion of other personnel in the development of IEP for handicapped students considering elective courses.

1. Guidance and/or vocational guidance personnel may be in a position to greatly assist a handicapped student in making career decisions.

2. Vocational Rehabilitation Counselors may be available for consultation with students who are not eligible for paid services through the Department of Rehabilitation Services. The practice of involving school division programs to DRS sponsored programs for certain eligible students.
3. Personnel conducting vocational assessments of handicapped students should also be involved in interpreting data and development of the IEP.
4. Vocational Educators must be included anytime vocational funds are used to support the vocational training of handicapped students.

Each school division should examine carefully its present procedures regarding the participation of vocational educators on IEP committees. Vocational assessment and counseling services to handicapped students should also be reviewed to determine if such services are available.

If additional information is needed, please contact Mr. James T. Micklem, Director, Division of Special Education Programs and Pupil Personnel Services at 804/225-2861.

SJD/CLR:rp

Attachments - State Special Education Regulations,
Vocational Education Administration Regulations

Regulation Authority: State Special Education Regulations
and Public Law 94-142

Example Nineteen

Memo Describing Interagency Agreements for Services to Handicapped Children

COMMONWEALTH OF VIRGINIA
DEPARTMENT OF EDUCATION
P.O. BOX 6Q
RICHMOND, VIRGINIA 23216

SUPTS. MEMO. NO. 7
January 19, 1979

INFORMATIONAL

TO: Division Superintendents

FROM: W.E. Campbell
Superintendent of Public Instruction

Carl L. Riehm
Assistant Superintendent for Curriculum and Instruction

SUBJECT: Interagency Agreements for Services to Handicapped Children

A series of regional meetings will be conducted by representatives from the State Department of Rehabilitative Services and the Department of Education, Divisions of Special Education Support Services and Vocational Education Program Services, to interpret and examine the Interagency Agreement regarding the vocational preparation of handicapped students.

Division Superintendents, local Rehabilitation Supervisors and Counselors, Special Education and Vocational Education Administrators and Supervisors of Guidance Services, and other appropriate staff members are invited to attend the meeting in their region.

The primary objective of each meeting is to acquaint you with the Interagency Agreements and to initiate more specific agreements between local school divisions and local officials of the Department of Rehabilitative Services. We encourage the participation of guidance counselors since services to students who may be eligible for rehabilitative services and not special education will also be addressed.

Questions regarding these meetings should be addressed to Anthony G. Faina, Assistant Supervisor, Division of Special Education, or Vance Horne, Supervisor, Division of Vocational Education, Department of Education, P.O. Box 6Q, Richmond, VA 23216, phone (804) 786-2673 (Mr. Faina) and (804) 786-5483 (Mr. Horne).

WEC/CLR/peg

Attachments

Attachment to
SUPTS. MEMO. NO. 7

Example Nineteen (contd.)

Tentative Agenda

10:00 Introduction and Welcome

Presentation of Interagency Agreements

Background of Various State and Federal Laws

State Statutes/Standards of Quality, 94-142
94-482
93-112, Section 504 (3-2-1)

Local Agreements

- What they are
- What they should include

12:00 Lunch

1:00 Examples of local agreements and discussion of process used in developing the agreements (Fairfax--Petersburg--Portsmouth)

2:00 Adjourn

Example Nineteen (contd.)

Rehabilitative Services - Vocational Education/Special Education Meeting

Schedule

Date	Planning Districts	Place
February 6, 1979	#20, #21, #22	Norfolk State College 2401 Corprew Avenue Norfolk, VA 23504
February 7, 1979	#14, #15, #18, #19	Richmond Technical Center 2020 Westwood Avenue Richmond, VA 23230
February 8, 1979	#8, #9, #16, #17	Saunder's Elementary School 15941 Cardinal Drive Woodbridge, VA 22191
February 27, 1979	#6, #7, #10	Woodrow Wilson Rehabilitation Center Fishersville, VA 22939
February 28, 1979	#5, #11, #12, #13	Lynchburg School Board Office 10th and Court Street Lynchburg, VA 24505
March 1, 1979	#1, #2, #3, #4	Vocational Technical Center P.O. Box 668 Marion, VA 24354

ASSIGNMENT OF SCHOOL DIVISIONS BY PLANNING DISTRICTS
TO REGIONAL STAFF

Planning District 5

Alleghany County
Botetourt County
Clifton Forge
Covington

Planning District 6

Augusta County
Bath County
Buena Vista
Harrisonburg
Highland County
Lexington
Rockbridge County
Rockingham County
Staunton
Waynesboro

Planning District 10

Albemarle County
Charlottesville
Fluvanna County
Greene County
Louisa County
Nelson County

Planning District 11

Amherst County
Appomattox County
Bedford County
Campbell County
Lynchburg

Planning District 12

Danville
Pittsylvania County

Planning District 13

Brunswick County
Halifax County
Mecklenburg County
South Boston

Planning District 14

Amelia County
Buckingham County
Charlotte County
Cumberland County
Lunenburg County
Nottoway County
Prince Edward County

Planning District 7

Clarke County
Frederick County
Page County
Shenandoah County
Warren County
Winchester

Planning District 8

Alexandria
Arlington County
Fairfax County
Falls Church
Loudoun County
Prince William County

Planning District 9

Culpeper County
Fauquier County
Madison County
Orange County
Rappahannock County

Planning District 16

Caroline County
Fredericksburg
King George County
Spotsylvania County
Stafford County

Planning District 17

Colonia Beach
Lancaster County
Northumberland County
Richmond County
Westmoreland County

Planning District 1

Lee County
Norton
Scott County
Wise County

Planning District 2

Buchanan County
Dickenson County
Russell County
Tazewell County

Planning District 3

Bland County
Carroll County
Galax
Grayson County
Smyth County
Washington County
Wythe County

Planning District 4

Floyd County
Giles County
Montgomery County
Pulaski County
Radford

Planning District 5

Craig County
Roanoke City
Roanoke County

Planning District 12

Franklin County
Henry County
Martinsville
Patrick County

Example Nineteen (contd.)

Planning District 15

- Charles City County
- Chesterfield County
- Goochland County
- Hanover County
- Henrico County
- New Kent County
- Powhatan County
- Richmond City

Planning District 18

- Essex County
- Gloucester County
- King and Queen County
- King William County
- Mathews County
- Middlesex County
- West Point

Planning District 19

- Colonial Heights
- Dinwiddie County
- Emporia
- Greensville County
- Hopewell
- Petersburg
- Prince George County
- Surry County
- Sussex County

Planning District 20

- Chesapeake
- Franklin City
- Isle of Wight County
- Norfolk
- Portsmouth
- Southampton County
- Suffokl
- Virginia Beach

Planning District 21

- Hampton
- Newport News
- Poquoson
- Williamsburg
- York County

Planning District 22

- Accomack County
- Cape Charles
- Northampton County

Example Twenty

Memo Announcing Regional Meetings Dealing with Interagency Agreements

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

February 5, 1979

MEMO TO: Supervisors of Vocational Education

FROM: Vance M. Horne, Supervisor
of Vocational Education for
Special Programs Disadvantaged/Handicapped

Enclosed is a copy of Superintendent's Memo Number 7 dated January 19, 1979. This memo concerns regional meetings to be held regarding the vocational preparation of handicapped students interagency agreements. We feel these meetings will be of importance to you and we hope you will plan to attend. Please notify appropriate staff of this meeting.

If there are any questions, please call as directed in the Superintendent's Memo.

VMH/jpe

Enclosures
(4) Pages

Example Twenty-One

Memo Announcing Meeting of
Model State Committee

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

June 19, 1981

MEMO TO: Tony Faina, Pauline Anderson, Grant Revell, Carolyn Maddy, Doris DeVries

FROM: Vance M. Horne, Supervisor, Special Programs
Disadvantaged/Handicapped

SUBJECT: Meeting of Model State Committee

The committee selected to develop a Vocational Education Model for Linking Agencies Serving the Handicapped will meet on July 9, 1980 at the State Office Building of the Department of Rehabilitative Services. The meeting will begin at 10:00 a.m. in the conference room on the first floor of 4901 Fitzhugh Avenue (State Office Building of the Department of Rehabilitative Services).

Please bring all materials sent to you, and any additional materials on cooperative planning, agreements, or linkages in serving the handicapped.

If there are any additional questions, please contact me at (804) 786-5483.

VMH/cmt

Example Twenty-Two

Memo Announcing Second Meeting of Model State Committee

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

September 18, 1980

MEMO TO: Tony Faina Carolyn Maddy
Pauline Anderson Doris DeVries
Grant Revell

FROM: Vance M. Horne, Supervisor, Special Programs
Disadvantaged/Handicapped

SUBJECT: Second Meeting of Model State Committee

We will meet on October 1, 1980 at 9 a.m., 8th Street Office Building, 4th floor conference room. The nature of this meeting will be to revise the interagency agreements for serving handicapped students. Each agency will revise it's own interagency agreement to be discussed at this meeting.

If there are any questions, please contact me at 786-5483.

VMH/cmt

Example Twenty-Three

Memo Announcing Third Meeting of Model State Committee

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

November 26, 1980

MEMO TO: Les Jones
Pauline Anderson
Grant Revell
Carolyn Maddy
Doris DeVries
Patricia White

FROM: Vance M. Horne, Supervisor, Special Programs
Disadvantaged/Handicapped

SUBJECT: Third Meeting of Model State Committee

We will meet on December 10, 1980 at 9 a.m., 8th Street Office Building, 4th floor conference room. The nature of this meeting will be to revise the interagency agreements for serving handicapped students. Each agency will bring it's own interagency agreement to be discussed at this meeting.

If there are any questions, please contact me at 786-5483.

VMH/cmt

Example Twenty-Four

Letter Requesting Meeting Between State Supt. of Education and State Interagency Team

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

February 10, 1981

Dr. Clarence S. McClure
Superintendent
Albemarle County Schools
310 County Office Bldg.
Charlottesville, VA 22901

Dear Dr. McClure:

Maryland, New Jersey and Virginia are serving as model States to develop national vocational education models for linking agencies serving handicapped people as part of a United States Department of Education project funded through the Wisconsin Vocational Studies Center at the University of Wisconsin-Madison.

An interagency team composed of state level personnel from Vocational Education, Special Education, Rehabilitation Services and Guidance have developed an interagency linkage model for Virginia. The ultimate goal is to meet the vocational education needs of handicapped people. Currently, the Virginia interagency team is interested in identifying existing linkages at the local level which are directed at improving vocational services for handicapped people. The purpose of this letter is to invite your school division to participate as a model for this activity.

The State interagency team would like to meet with you, or your designee, and Mr. Howard Collins, Director of Vocational Education, Mr. V.R. Clark, Director of Special Services and Pupil Personnel Services and Mrs. Ruth Robertson, Supervisor of Special Education on March 4, 1981 at 9 a.m. The meeting is tentatively scheduled at the Charlottesville-Albemarle Technical Center.

Dr. Clarence S. McClure
Page 2
February 9, 1981

Your school division's assistance in furthering the opportunities for handicapped people by establishing effective linkage agreements would be greatly appreciated. May we hear from you by February 20, 1981, if Albemarle County cannot participate at this time.

Sincerely,

Vance M. Horne, Supervisor
Special Programs
Disadvantaged/Handicapped

/cmt

COPY: Mr. Howard Collins
Mr. V.R. Clark
Mrs. Ruth Robertson

Example Twenty-Five

Memo Describing Agenda for Model State Committee Meeting

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

February 11, 1981

MEMO TO: Les Jones
Pauline Anderson
Howard Green
Walter Ramey
Carolyn Maddy
Patricia White
Doris DeVries

FROM: Vance M. Horne, Supervisor
Special Programs, Disadvantaged/Handicapped

SUBJECT: MODEL STATE COMMITTEE MEETING

There will be a meeting of the Model State Committee on February 19, 1981 at 9 a.m. in the 8th St. Office Building, 4th Floor conference room.

The objectives of this meeting will include the following items:

1. Review Schedules 5 & 6 for compliance
2. Location of local school divisions to be models for linkages
3. Agenda for meeting with model local school divisions

If there are any questions or conflicts pertaining to this meeting, please let me know.

/cmt

Example Twenty-Six

Correspondence Between State Supervisor and Local Director

Greensville County Schools
OFFICE OF SUPERINTENDENT
EMPORIA, VIRGINIA 23847

SCHOOL BOARD
BILLY B. VINCENT, CHAIRMAN
ZION DISTRICT
LANDON S. TEMPLE, VICE CHAIRMAN
NOTTOWAY DISTRICT
GARLAND L. STITH, JR.
MEMBER
BELFIELD DISTRICT
KEITH W. MITCHELL
MEMBER
HICKSFORD DISTRICT

S.A. OWEN
DIVISION SUPERINTENDENT & CLERK
MRS. NELL J. DANIEL
DEPUTY CLERK

February 17, 1981

Mr. Vance Horne, Supervisor
of Special Programs for
Disadvantaged/Handicapped
Department of Education
P.O. Box 6Q
Richmond, Virginia 23216

Dear Vance:

Enclosed is a clipping of news article printed in our local paper. A report was also made to our school board concerning this project. We are honored to have been included.

Thanks for your thoughtfulness. Any local assistance we can be, please let us know.

Sincerely,

M. R. Tucker, Director
Vocational Education

MRT:drh

Enclosures

Example Twenty-Seven

Correspondence Between State Supervisor and
Superintendent of Albemarle County Schools

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

March 18, 1981

Dr. Clarence S. McClure
Superintendent
Albemarle County Schools
310 County Office Bldg.
Charlottesville, VA 22901

Dear Mr. McClure:

I would like to take this opportunity to thank you and your administration for agreeing to participate in the Virginia Model Linkage development. The Virginia Model Linkage Team for Vocational and Special Education, Rehabilitation and Guidance have met with your localities' team and received a commitment pertaining to improving vocational services for handicapped people. The assistance of your personnel will be of great benefit in establishing the model/models for Virginia.

In June, 1981, the Virginia Model Linkage Team will need to make a report to a national dissemination conference in Madison, Wisconsin relating to the overall progress of the linkage project. There are six areas in which information is needed about the progress and development of each Local Linkage Model. These areas are:

1. Progress in linkage model implementation
2. Present status of the linkage plans or model
3. Successes of the linkage model
4. Unresolved problems in the linkage model
5. Failures of the linkage model
6. Recommendations for model improvement
   or future activities

Example Twenty-Seven (contd.)

Dr. Clarence S. McClure
Page 2
March 18, 1981

If at all possible, we would like the response of the Local Linkage Model Team members to these areas by the end of May. Responses to these areas will help us in evaluating what has been accomplished and will provide valuable information to be utilized in developing linkage model/models for Virginia. Although your goals for the linkage team may not all be completed at this time, enough activities have been accomplished to provide valuable information on the process and content of model development.

I hope to discuss this report with your school division's linkage model team members at our meeting in Richmond on May 20-21, 1981, and to answer any questions about the development of this information. I will contact the local linkage team members pertaining to this meeting.

We are looking forward to our involvement with the Local Linkage Model Team members and will be available to provide technical assistance as your locality further develops and implements their linkage model.

Sincerely,

Vance M. Horne, Supervisor
Special Programs
Disadvantaged/Handicapped

cmt

COPY: Howard A. Collins

Example Twenty-Eight

Correspondence Between State Supervisor and Project Director

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

April 9, 1981

Dr. Lloyd W. Tindall
Project Director
Wisconsin Vocational Studies
 Center
University of Wisconsin - Madison
964 Educational Sciences Building
Madison, WI 53706

Dear Lloyd:

Attached are the arrangements that have been made for our meeting in May with the local linkage teams. Please note that the dates have been changed from May 20-21, 1981. I hope this will not be an inconvenience for your staff.

Please feel free to contact me if there are any questions concerning this activity.

Sincerely,

Vance M. Horne, Supervisor
Special Programs
Disadvantaged/Handicapped

cmt

Enclosure

Example Twenty-Nine

Memo Announcing Model State Task Force Committee Meeting

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

May 5, 1981

MEMO TO: Les Jones
Pauline Anderson
Howard Green
Walter Ramey
Carolyn Maddy
Patricia White
Doris DeVries

FROM: Vance M. Horne, Supervisor, Special Programs
Disadvantaged/Handicapped

SUBJECT: Model State Task Force Committee Meeting

The Model State Task Force Committee will meet on May 19, 1981 at 2 p.m. to finalize our activities for the State's local model team presentations.

The State's local model teams will present their model on May the 28th and 29th at the Holiday Inn, 3200 West Broad Street, to State representatives of vocational education and the selected Wisconsin team. Please adjust your schedule so that you may attend this very important meeting.

If there are any recommendations prior to the meeting, please contact me at 225-2080.

cmt

Example Thirty

Correspondence Between Division Superintendent Greenville County School Division and Local Director of Vocational Education

Greensville County Schools
OFFICE OF SUPERINTENDENT
EMPORIA, VIRGINIA 23847

SCHOOL BOARD
BILLY B. VINCENT, CHAIRMAN
ZION DISTRICT
LANDON S. TEMPLE, VICE CHAIRMAN
NOTTOWAY DISTRICT
GARLAND L. STITH, JR.
MEMBER
BELFIELD DISTRICT
KEITH W. MITCHELL
MEMBER
HICKSFORD DISTRICT

S.A. OWEN
DIVISION SUPERINTENDENT & CLERK
MRS. NELL J. DANIEL
DEPUTY CLERK

May 20, 1981

Mr. S.A. Owen, Division Superintendent
Greensville County School Division
P.O. Box 1156
Emporia, Virginia 23847

Dear Mr. Owen:

On May 15, 1981, a meeting was held to finalize the update on the Interagency Cooperative Service Agreements. Participants were: Mr. Willie Curley, Department of Rehabilitation, Mr. Grover Jenkins, Regional Resource Specialist for Rehabilitative Services, M.R. Tucker, Director of Vocational Education, Greensville County Schools.

During this meeting, modifications were made in updating the Agreements bringing them in line with existing Annual State Plans, and other appropriate laws and documents (federal and state). A copy will be submitted to you as soon as the typing is completed.

The Virginia Department of Education and Rehabilitative Services are conducting a workshop for all localities participating in the Model Linkage Project. This workshop is to be held in Richmond May 28-29, 1981.

The Agreements will be presented by each participating locality before being used to develop a model from Virginia, which will be used to develop a National Model in Wisconsin on June 15-17, 1981.

I will need to attend this workshop to present the model from our school division.

Very truly yours,

M.R. Tucker, Director
Vocational Education

cc: Mr. Curley
Mr. Horne
Mr. Jones

Example Thirty-One

Memo in Response to Invitation to Virginia Interagency Agreement Workshop

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

May 22, 1981

TO: Mr. Vance M. Horne, Supervisor
Special Programs
Disadvantaged/Handicapped
Division of Vocational Education

FROM: James T. Micklem, Director
Division of Special Education Programs
and Pupil Personnel Services

SUBJECT: Virginia Interagency Agreement Workshop
May 28 and 29, 1981

Thank you for sharing with me the agenda for the Virginia Interagency Agreement Workshop on Thursday and Friday, May 28 and 29, 1981.

Mr. Jones did discuss my participation in this activity several days ago, and I indicated to him that due to a previous commitment I would be unable to attend and suggested that he and possibly Miss White or Dr. Susan Kemp, who has responsibility for interagency efforts within our office, decide how best to accommodate my assignment. Please know of my continued interest in this activity. If you or your associates have questions, please feel free to contact me.

JTM/nb
CC: Dr. Melvin Garner
Mr. Dewey T. Oakley, Jr.
Mr. Leslie Jones
Miss Patricia A. White

Example Thirty-Two

VIRGINIA INTERAGENCY AGREEMENT
WORKSHOP AGENDA

Thursday, May 28

11:00 - 12:00	Registration	
12:00 - 1:00	LUNCH	
1:00 - 2:00	Welcome	Dr. Melvin H. Garner Administrative Director Vocational & Adult Education
	Overview of Statewide Interagency Efforts	Mr. James T. Micklem Director of Special Education Programs & Pupil Personnel Services
	Introductions . . . . (a) State Staff (b) Wisconsin Team (c) Local Team	Mr. Vance M. Horne, Supervisor Special Programs Disadvantaged/Handicapped
2:00 - 3:00	Virginia's Team . . . . Overview of Virginia's Model Linkage Agreements	Mr. Vance M. Horne, Supervisor Special Programs Disadvantaged/Handicapped
3:00 - 3:15	BREAK	
3:15 - 4:15	Wisconsin's Team . . . . Overview of the National Interagency Agreement	Dr. Lloyd Tindall Project Director Wisconsin Vocational Studies Center
4:15 - 4:45	Questions and Answers	
5:30 - 6:45	DINNER	House of Beef
7:00 - 8:30	Local Team Meeting	
	(1) Lynchburg City	Mr. David Moseley, Team Leader Vocational Director
	(2) Richmond City	Dr. Edward Cooke Team Leader Vocational Director

Example Thirty-Two (contd.)

(3) Albemarle County	Mr. Howard Collins Team Leader Vocational Director
(4) Greensville County	Mr. McKinley Tucker Team Leader Vocational Director

Friday, May 29

8:30 - 9:15	Lynchburg City Local Agreement	Mr. David Mosely Team Leader Vocational Director
9:15 - 10:00	Richmond City Local Agreement	Dr. Edward Cooke Team Leader Vocational Director
10:00 - 10:15	BREAK	
10:15 - 11:00	Albemarle County Local Agreement	Mr. Howard Collins Team Leader Vocational Director
11:00 - 11:45	Greensville County Local Agreement	Mr. McKinley Tucker Team Leader Vocational Director
11:45 - 12:00	SUMMARY	
12:00 - 12:30	Remarks and Wrap-up	Mr. Vance M. Horne, Supervisor Special Programs Disadvantaged/Handicapped

Example Thirty-Two (contd.)

MODEL STATE LINKAGE PROJECT
CONFERENCE EVALUATION

In order to determine the effectiveness of the conference, and how helpful it was to you, please rate the following:

	No Use		Useful		Most Useful
1. Overview of Statewide Interagency Efforts?	1	2	3	4	5
2. Overview of Virginia's Model Linkages?	1	2	3	4	5
3. Overview of National Interagency Agreements?	1	2	3	4	5
4. The goal and objectives of the workshop were clear and concise?	1	2	3	4	5
5. The presentations were informative?	1	2	3	4	5
6. Things were well organized?	1	2	3	4	5
7. The workshop materials were helpful?	1	2	3	4	5

Overall Comments: ____

Example Thirty-Three

Memo Regarding National Linkage Conference

COMMONWEALTH of VIRGINIA
DEPARTMENT OF EDUCATION
RICHMOND, 23216

June 1, 1981

MEMO TO: Pat White
Howard Green

FROM: Doris DeVries, Assistant Supervisor
Special Programs, Disadvantaged/Handicapped

SUBJECT: Wisconsin Meeting

Attached is an outline resulting from our discussion this morning pertaining to the Wisconsin presentation. This will not be used as the agenda, but as a guide for the presentation.

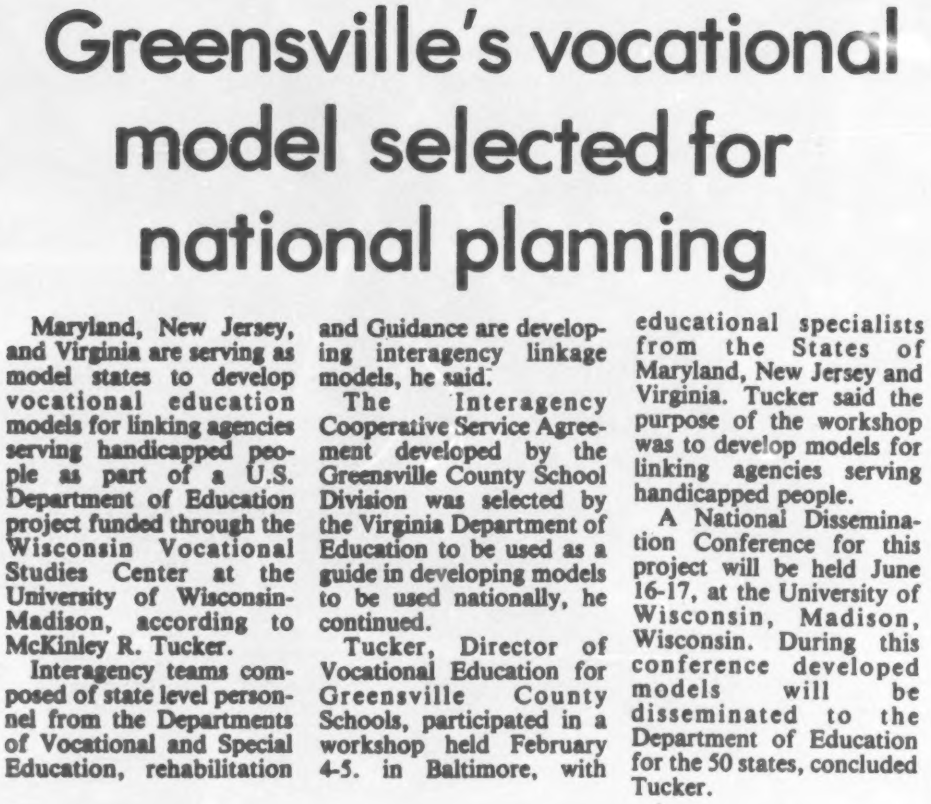
Please add any areas you feel should be included in the outline so that we can avoid duplication and be aware of what will be covered. If you can return this as soon as possible, I will compile the information so we can use it in Wisconsin.

cmt

Attachment

Example Thirty-Four

Newspaper Story on Linkage Project



Greensville's vocational model selected for national planning

Maryland, New Jersey, and Virginia are serving as model states to develop vocational education models for linking agencies serving handicapped people as part of a U.S. Department of Education project funded through the Wisconsin Vocational Studies Center at the University of Wisconsin-Madison, according to McKinley R. Tucker.

Interagency teams composed of state level personnel from the Departments of Vocational and Special Education, rehabilitation and Guidance are developing interagency linkage models, he said.

The Interagency Cooperative Service Agreement developed by the Greensville County School Division was selected by the Virginia Department of Education to be used as a guide in developing models to be used nationally, he continued.

Tucker, Director of Vocational Education for Greensville County Schools, participated in a workshop held February 4-5, in Baltimore, with educational specialists from the States of Maryland, New Jersey and Virginia. Tucker said the purpose of the workshop was to develop models for linking agencies serving handicapped people.

A National Dissemination Conference for this project will be held June 16-17, at the University of Wisconsin, Madison, Wisconsin. During this conference developed models will be disseminated to the Department of Education for the 50 states, concluded Tucker.

Example Thirty-Five

Newsletter Announcement of Virginia's
Role in Linkage Project

VIRGINIA'S VOCATIONAL EDUCATION VOICE
1980

State to Develop A National Model For Handicapped

Virginia has been selected as one of four states to develop model programs to provide comprehensive services to the handicapped.

The goal is to link and coordinate career, vocational, special education, and rehabilitative services—now often provided piecemeal—at the secondary and post-secondary levels for handicapped individuals.

A Virginia inter-agency group has begun its work in the undertaking as part of a national project being conducted by the Wisconsin Vocational Studies Center at the University of Wisconsin for the U.S. Department of Education.

Members of the group had already been meeting and conducting regional workshops within the state on linkage of their services—a factor which figured in their selection to develop one of the pilot programs to be supplied other states.

The group includes Vance M. Horne, supervisor of special programs for Vocational and Adult Education, and Anthony G. Faina, assistant supervisor of Special Education Support Services, both of the State Department of Education; Howard Greene, program coordinator for CETA (Comprehensive Employment and Training Act) and education for the Virginia Department of Rehabilitative Services, and Dr. Caroline Maddy, associate professor of vocational guidance and counseling at Virginia Polytechnic Institute and State University.

Horne is chairperson and Doris DeVries, assistant to the special programs supervisor, is co-chairperson for the Virginia project.

Word of the state's selection came May 12 from Lloyd W. Tindall, director of the national project at the Wisconsin center.

The existence of both gaps and duplications in the services provided the handicapped by different agencies, and limits on resources, are among the reasons cited for launching the effort to coordinate agency programs. A study conducted elsewhere showed that the gaps and duplications may not even be clearly identified until a coordinated effort is discussed, the center observed.

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